

**HISTORIC PRESERVATION AND CULTURAL RESOURCE MANAGEMENT AT  
NORFOLK NAVAL SHIPYARD, PORTSMOUTH, VIRGINIA**

**By**

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Abstract of Final Project Presented to the Graduate School  
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By

La Tanya E. Simms

December 1999

Chairman: Dr. Ruth Steiner  
Major Department: Urban and Regional Planning

Historic preservation in the United States began in the mid-19<sup>th</sup> century as a grassroots effort by private citizens to protect homes of people considered important to the nation's heritage. Over time, structures began to be recognized for their architectural and engineering characteristics. Historic preservation is a relatively young concept in terms of federal legislation. The National Historic Preservation Act (NHPA) that was passed in 1966 established a National Register of Historic Places, an Advisory Council on Historic Preservation, and a Historic Preservation Fund. In turn, federal agencies established applicable policies. This paper explores how Norfolk Naval Shipyard in Portsmouth, Virginia handles its historic preservation and cultural resource responsibilities. Internal shipyard processes are analyzed according to the NHPA and Department of the Navy cultural resource management policies.

The organizational structure of the paper includes:

1. An introduction to Norfolk Naval Shipyard;
2. A history of historic preservation in the United States;
3. An examination of literature detailing governing components of the National Historic Preservation Act, studies completed by the Advisory Council on Historic

Preservation, and architectural and archeological surveys of Norfolk Naval Shipyard that are used to determine what is important to preserve;

4. An exploration of current Navy policies that implement NHPA provisions;
5. An in-depth look at general historic preservation procedures as a subset of facilities management at Norfolk Naval Shipyard;
6. An examination of four facility projects completed at Norfolk Naval Shipyard that had cultural resource concerns; and
7. Recommendations to improve historic preservation at the shipyard.

This research finds that personnel responsible for historic preservation and cultural resource management diligently attempt to abide by federal legislation and Navy policies. Education is the key to improve working relationships between those personnel and other interests, as well as increase sensitivity about the importance of cultural resources. Establishing a definitive agreement between the state of Virginia's State Historic Preservation Office and Norfolk Naval Shipyard about which structures are considered significant would also alleviate misunderstanding preservation objectives. As a result, fewer opportunities will exist to destroy or substantially alter the historic fabric of Norfolk Naval Shipyard.



## CHAPTER ONE

### INTRODUCTION

Norfolk Naval Shipyard (NNSY), established in 1767, is the oldest of the United States Navy's shipyards and predates the Department of the Navy by 31 years. It is located on the western shore of the Elizabeth River's southern branch in Portsmouth, Virginia. Andrew Sprowle, under the British flag, established it as Gosport Shipyard and it flourished as a naval and merchant shipyard. He vacated the 16 acre site at the onset of the American Revolution in 1775 and Gosport was seized by the colony of Virginia (NNSY 1999). The shipyard was burned by opposing forces three times, first by the British during the Revolution and once by both Union and Confederate forces during the Civil War. "The Navy assumed title to Gosport Shipyard on 15 June 1801" (Goodwin & Associates 1998, p. 18) after the Federal Government recognized the value of operating its own yards. "This former colonial shipyard became the Navy's nucleus in the Hampton Roads area where the largest naval base [Norfolk Naval Base] in the world has developed" (NNSY 1999).

Throughout its storied history, which includes operating during nine major wars, NNSY has facilitated invaluable service to the nation. Among notable accomplishments at the yard, the first dry dock in the Western Hemisphere, Dry Dock No. 1, began operating in 1833 and continues to operate today. Over one hundred United States and allied ships were built or converted at NNSY. USS Merrimack was converted in Dry Dock 1 into the Confederate Navy's ironclad CSS Virginia, which fought the Union's USS Monitor in Hampton Roads Bay during the Civil War. Naval technology was

forever changed after the world saw how little damage the ironclads sustained during battle. Other points in NNSY history include the USS Texas, Raleigh, and Langley. USS Texas, the first U.S. battleship, was constructed between 1889 and 1892. USS Raleigh was launched on 31 March 1892 as the first modern cruiser built by the Government. USS Langley, built from a converted collier between 1919 and 1922, was the nation's first aircraft carrier (NNSY 1999).

At the peak of operation during World War II, the shipyard employed 43,000 personnel. Today, ships are built only by private contractors, but the burden of repair and maintenance is born by public and private contractors. NNSY's mission is "to maintain, modernize, and provide emergency repair of naval ships..." (NNSY 1996). Seven thousand employees provide military support, operations and production, ship engineering, comptroller, supply, and administrative type functions to meet this mission. NNSY is comprised of the main shipyard complex, Scott Center Annex, Southgate Annex, Paradise Creek, St. Helena Annex, and a few assets at St. Julien's Creek. It includes 752 acres, 24 miles of roads, 16 miles of train and crane rail tracks, seven dry docks where any class of U.S. Navy ship can be berthed, and 343 buildings and structures (NAVFAC P-164 1998).

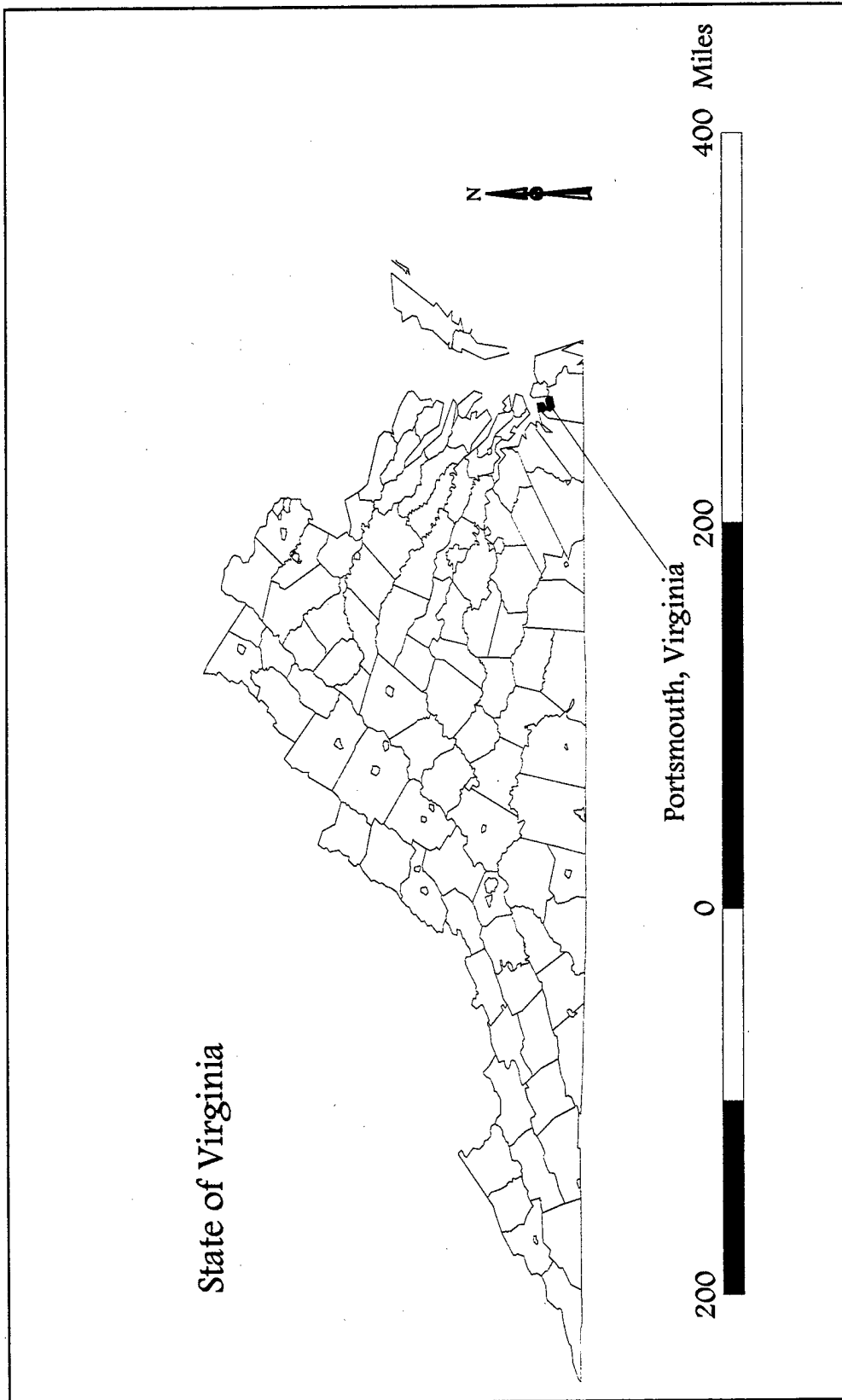


Figure 1.1: Map of Portsmouth, Virginia.

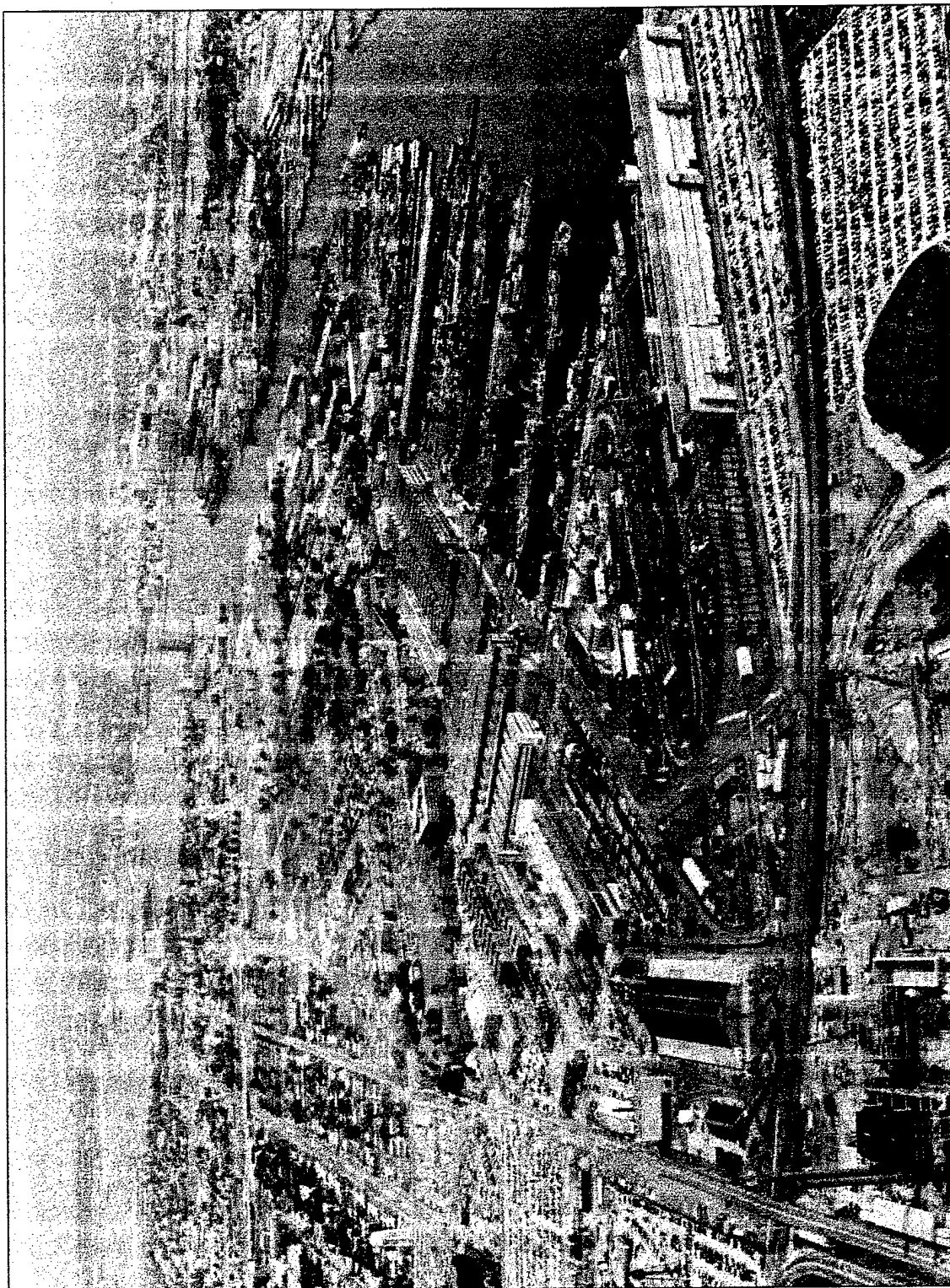


Figure 1.2: Aerial photograph of Norfolk Naval Shipyard looking north.

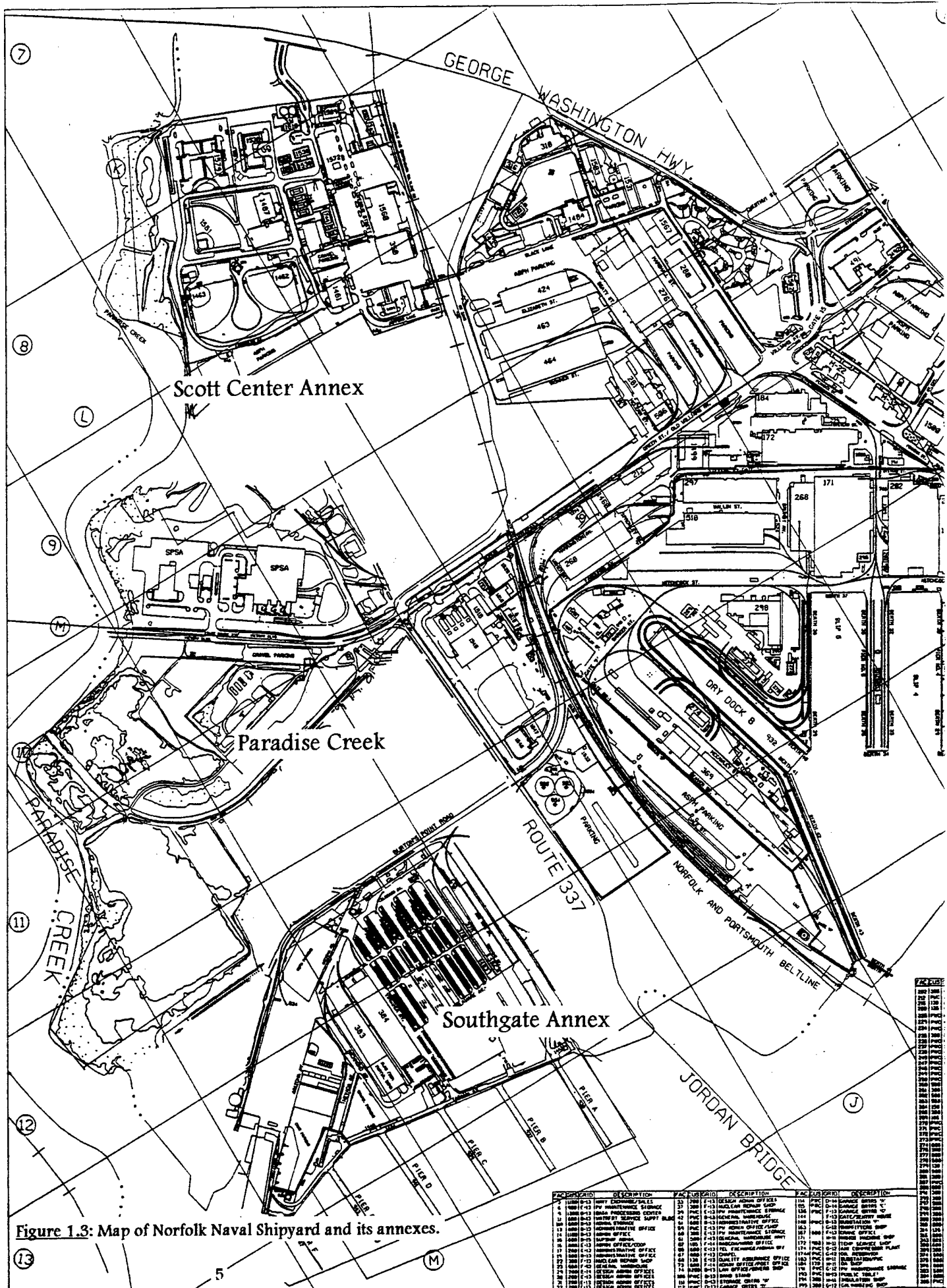


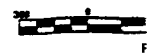
Figure 1.3: Map of Norfolk Naval Shipyard and its annexes.

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










Map compiled by photogrammetric methods

Horizontal datum based on  
Virginia State Plane South Zone NAD 1983

Vertical datum based on  
Norfolk Naval Shipyard



[illegible]

	BOUNDARY STRUCTURE		NEEDLE
	BOUNDARY		PROPERTY BOUNDARY
	EXPAN		BOUNDARY THICK
	W - FENCE		TRAIL
	CHINE WALL		WATERWAY
			WATER LINE

DESCRIPTION	DATE
-------------	------

ATTN: ELSE HANCOCK/ELSE SP-0041	5/22/96
GENERAL SP-0041/ELSE.HANCOCK	5/22/96
GENERAL SP-0041/ELSE.HANCOCK	05/10/97

DEPARTMENT OF THE NAVY  
NORFOLK NAVAL SHIPYARD  
PORTSMOUTH, VIRGINIA 23789

## STATION MAP

REPORT BY	GRS L. DUNN/CHAL	SPEC	N/A
FILE NO.	DAVIDSON/PORTER/PAUL/ROB STEVEN ROY/PAUL ROY	SHEET	1 of 1
NOTE: NO CHANGE NOTATION FROM GREEN	SCALE:	GRAPHIC	DATE: 07/01/99



A comprehensive list of structures, including year built and current use, is shown in Appendix A. The installation's Staff Civil Engineer, working for the Shipyard Commander, is responsible for the maintenance, repair, renovation, and adaptive use of these assets that have a current plant value (CPV) of \$2 billion. CPV is "[t]he hypothetical cost...of replacing an existing facility,...constructed under identical circumstances in the same location but at current labor, material, and equipment cost rates" (NAVFAC P-164 1998, p. 5). Not all property within its boundaries is under the jurisdiction of and/or maintained by NNSY. Housing units, military support facilities, and some administrative facilities are the responsibility of Commander, Naval Region Mid-Atlantic (CNMRA). However, this discussion does not differentiate between those lands or facilities. The process of preserving cultural resources is the same regardless of ownership.

Four structures within the confines of NNSY are listed in the National Register of Historic Places (National Register). Quarters A (Building 700), B (Building 701), and C (Building 702) were built between 1837 and 1842. They are a "...group of three Greek Revival brick dwellings; notable are the rear two-story frame sun porch on Quarters A and the decorative details, probably derived from Asher Benjamin's building books, [that are] applied to all three structures" (Murtagh, Greenberg, & Marasin 1976, p. 805). Dry Dock 1 (Building 911) is listed as a National Historic Landmark.<sup>1</sup> "Large blocks of Massachusetts granite were used to construct [it]. The sides are built up in a series of stepped tiers and two flights of stairs lead up the landward end" (*National Register of Historic Places* 1972, p. 522).

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<sup>1</sup> Every building and structure has a facility number for identification purposes although it may be referenced by its common name.

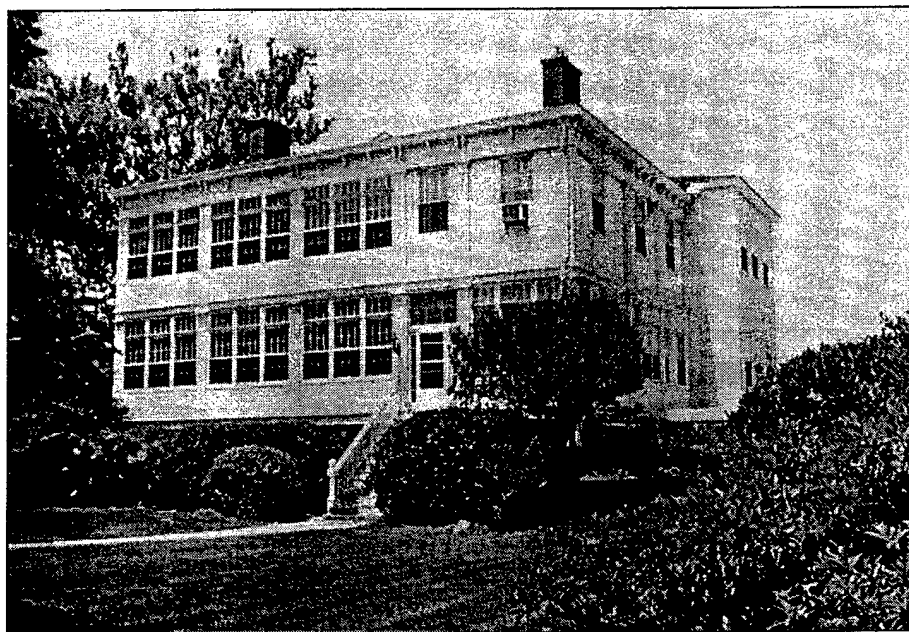


Figure 1.4: South elevation of Quarters 'A,' the shipyard commander's house. It is listed on the National Register of Historic Places (Goodwin & Associates 1998).



Figure 1.5: South elevation of Quarters 'B.' It is also listed on the National Register (Goodwin & Associates 1998).



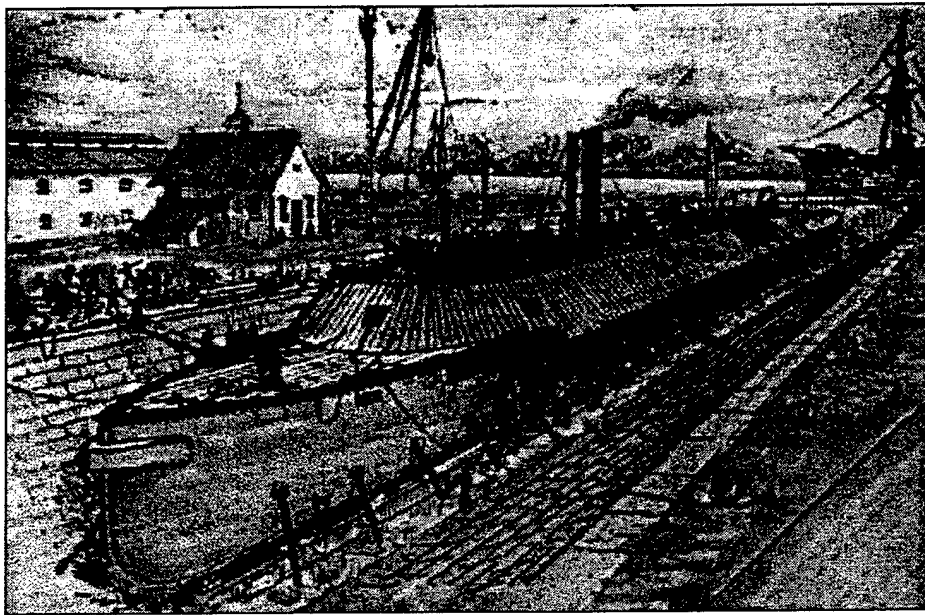


Figure 1.6: Illustration of Dry Dock No. 1. It is listed as a historic landmark on the National Register (NNSY 1999).

Federal laws protect and guide the preservation of historic sites, landmarks, buildings, structures, and artifacts for the beneficial use of future generations. Today, one would have a difficult time finding opposition to preserving monuments that are synonymous to America's existence such as the U.S. Capitol building. But debates can be more expansive when analyzing a military base like NNSY. Why should the buildings at Norfolk Naval Shipyard be preserved? Do the benefits of historic preservation and cultural resource management outweigh the costs? Is it necessary to use tax payer's money to preserve facilities that for all intents and purposes are not readily accessible to the public? "The direct benefits that the Department of Defense...can obtain by the proper use of cultural resources includes enhancement of the military mission; economic savings through the reuse of existing resources...; and a better understanding of our diverse culture..." (CEHP Incorporated 1994, p. 1). Taking the age, value, and technological contributions of the installation into consideration, NNSY, as a collective entity is a cultural resource worthy of protection.

It stands as a reminder of the Navy's and the nation's evolution. Therefore, it is essential to adhere to historic preservation standards and incorporate them into all processes that may affect cultural resources at the shipyard.

The information that follows is organized starting from a broad historic preservation vantage point and narrows to specific projects with preservation concerns that have been accomplished at the shipyard. Chapter Two offers a brief discussion of the evolution of historic preservation in the United States and relevant Federal laws. A review of pertinent literature and surveys follows in Chapter Three. The project's methodology, including its objective, is described in Chapter Four. Chapter Five provides an outline of current Department of the Navy historic preservation policies, while Chapter Six offers details of general facility management procedures at NNSY. Four specific projects follow in Chapter Seven and recommendations for improvement and the conclusion are presented in Chapter Eight.

## CHAPTER TWO

### HISTORIC PRESERVATION BACKGROUND

#### Introduction

Although the terms historic preservation and cultural resource management are sometimes used interchangeably, they are distinguishable. Cultural or historic resources are broad terms that refer to real property (buildings and structures), personal property (relics and artifacts), records, and community resources or lifeways (natural landscapes or view sheds and cemeteries) that are included in or eligible for inclusion in the National Register. Historic preservation refers to the process of protecting those elements that are included in or eligible for inclusion in the National Register (CEHP Incorporated 1994, p. 29). This process includes documenting, repairing, and maintaining character-defining features that make a property significant. Extensive feature replacement and new construction are not illustrative of preservation (National Park Service 1995). "Significance" is defined by National Register evaluation criteria and is based on a property's historical context. Criterion A-D "...describe how properties are significant for their association with important events or persons, for their importance in design or construction, or for their information potential" (National Park Service 1999, August). Although it is widely recognized that preserving significant cultural resources benefits future generations, a general appreciation for historic preservation, as well as governing laws, are relatively young concepts in the United States.

### History of Historic Preservation in the United States

Citizens concerned with preserving buildings that were associated with famous people and events initiated the preservation movement in the United States in the mid-19<sup>th</sup> century. "Not until the close of the ...century did [the U.S.] gain the perspective for a general assessment of historic buildings as worthwhile objects in their own right" (Murtagh 1993, p. 31). Early in the 20<sup>th</sup> century the federal government established the Antiquities Act of 1906 "...which authorized the President to declare by public proclamation [as national monuments] historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest" (Bevitt 1993, p. i). In 1935 the Historic Sites Act was passed that provided for the preservation of nationally significant buildings, sites, and objects.

After World War II two federal programs changed the architectural fabric of many American cities and proved to be catalysts for the National Historic Preservation Act (NHPA) (Murtagh 1993, p. 62). Federal-Aid Highway Act passed in 1944 would create "...a 32,000-mile Interstate system. But that was to be a strictly inter-urban system, bypassing cities; and, before it could be built, political splits emerged..." (Hall 1996, p. 291). The federal highway program expanded in 1956 when the Highway Trust Fund was created (Encarta '95 1994). Utilizing the 1949 Housing Act, which was amended in 1954, city after city seized the opportunity to declare inner cities "blighted" or "substandard" to receive federal funds for urban renewal programs. The funds supposedly would be used to rejuvenate downtown areas after suburbanization essentially destroyed them. Both programs were enacted with little regard to existing communities and "...were causing major social displacement and widespread obliteration of visual landmarks in most parts of the country, especially cities" (Murtagh 1993, p.62). In 1966 the nation's commitment to preserving cultural

heritage was solidified with the enactment of the NHPA. This act was subsequently amended in 1992 to "...codify federal agency responsibilities for stewardship of historic properties under their jurisdiction" (Bevitt 1993, p. 1).

#### National Historic Preservation Act

The NHPA applies to public and private property. It authorizes the Secretary of the Interior "...to expand and maintain a National Register of Historic Places," (Bevitt 1993, p. 7) establish an agency of the Government called the Advisory Council on Historic Preservation (Advisory Council or ACHP), and establish the Historic Preservation Fund to carry out provisions of the act. The National Register is the official listing of buildings, structures, districts, and objects that are significant to our nation's history. The National Park Service (NPS), a branch of the Department of the Interior (DOI), maintains it. The Advisory Council is an "...independent federal agency charged by Congress to advise the president, Congress and federal agencies regarding cultural resources preservation" (SECNAVINST 4000.35 1992, p. 1).

There is a common misperception among private property owners that being listed on the Register limits their ability to alter or demolish their property. Actually, local zoning and land use ordinances limit what can be done to specific properties under granted authority, the police power. Conversely, federal agencies are required to meet certain criteria prior to altering or demolishing property included in or eligible for listing in the Register under the NHPA. These criteria are discussed further in the succeeding chapter. The Secretary of the Interior's "Standards for the Treatment of Historic Properties" (SOI) is the basis for historic preservation projects.

### Standards for the Treatment of Historic Properties

Preservation, restoration, reconstruction and rehabilitation are different approaches to addressing historic properties and all have accompanying Secretary of the Interior "Standards." Preservation is simply maintaining and repairing existing building components. Restoration attempts to accurately depict the property and its character-defining features as it would have appeared at a specific moment in time. Electrical and mechanical systems are upgraded to meet current regulations, while additions or alterations, if applicable, are removed. The reconstruction process entails recreating properties that no longer exist. Archeologists, historians, and architectural preservationists conjoin research clues to build the past. It is not unusual that educated judgement is used to interpret missing pieces of information in reconstruction projects.

The most common historic preservation project is rehabilitation. "Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values" (National Park Service 1995). The main goal of rehabilitation is to meet new needs through adaptive use while preserving those characteristics that make the property significant. The level of precision when rehabilitating historic property is more flexible than in restoration and reconstruction projects.

Other laws enacted by Congress to protect cultural resources such as the National Environmental Policy Act of 1969 (NEPA), Archeological and Historic Preservation Act of 1974, and Archeological Resources Protection Act of 1979 all work in tandem with the NHPA. NEPA requires federal agencies, at the earliest possible planning stage, to consider all potential environmental impacts of any government action. This is done in the form of Environmental Impact Statements or Environmental Assessments. NEPA is

not limited to land, buildings, and structures. Federal agencies are required to also consider the impacts of their actions on people and the environment (Richards 1999). However, Sections 106 and 110 of the NHPA are the principle governing components that guide historic preservation in federal agencies, including military installations. It is important to examine Sections 106 and 110, the Advisory Council's advocacy role, and studies conducted at NNSY to understand the shipyard's preservation responsibilities.

### CHAPTER THREE

#### REVIEW OF LITERATURE

##### Section 106 of the National Historic Preservation Act

To clarify a federal agency's Section 106 historic preservation responsibilities, the Advisory Council published *Section 106, Step-by-Step* in 1986. Recent revisions to Section 106 went into effect 17 June 1999 to streamline review and consultation processes. For example, federal agencies are now permitted to use documentation required for other laws such as NEPA for Section 106 submissions. The Advisory Council role has been narrowed to focus on larger historic preservation policies and procedures. Likewise, SHPOs and federal agencies have more leverage when negotiating case-specific issues. However, the basic premise of Section 106 remains unchanged.

Section 106 requires that federal agencies "...take into account the effect of [an] undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register" (Bevitt 1993, p. 22). It also requires the Council be given "...a reasonable opportunity to comment with regard to such undertaking[s]" (Bevitt 1993, p. 22). An undertaking is "...a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency..." (Bevitt 1993, p. 32). Section 106 reviews include:

1. Initiating the Section 106 process early in an undertaking's planning stage;
2. Identifying historic properties that may be impacted by the undertaking;
3. Assessing if the undertaking will result in adverse effects;
4. Consulting with interested parties, SHPO, and the Advisory Council, when necessary, to eliminate or minimize adverse effects; and
5. Drafting Memoranda of Agreements when consultation is complete.



Previously, agencies sought comment from the Advisory Council of undertakings on a case-by-case basis. However, to eliminate the expense and time of such review, agencies have the option to establish Programmatic Agreements (PA) with the Advisory Council that solidify their approach to historic preservation. The PA also "...satisfies agency Section 106 responsibilities for any undertaking carried out under its terms" (ACHP 1986, p. 45). Norfolk Naval Shipyard has a PA only for World War II temporary structures. CNRMA is working to establish a PA for the entire Hampton Roads area. Therefore, future Section 106 processes may be streamlined even more. Section 106 does not ensure that every historic property will be preserved, as it is recognized that costs and benefits are important factors to consider when undergoing any facility related action (ACHP 1986, p. 8). In addition to Section 106, Section 110 of the NHPA guides historic preservation.

#### Section 110 of the National Historic Preservation Act

Similar to publications for Section 106, the Advisory Council, in conjunction with the NPS and DOI, published *The Section 110 Guidelines: Annotated Guidelines for Federal Agency Responsibilities*. This document "...describes the qualities of an effective and efficient agency historic preservation program designed to ensure that the requirements of Section 110 are met" (ACHP 1989, p. 5). Section 110 of the NHPA outlines, among other things, a federal agency's responsibilities to: identify, evaluate, protect, and use historic buildings, establish a preservation program, document historic properties adversely affected by federal undertakings, and designate a preservation officer (Bevitt 1993, pp. 22-25). In other words, it ensures that historic preservation is an integral part of ongoing federal agency missions and facility management programs. Department of the Navy guidelines are discussed in more detail in Chapter Five.

### Studies Conducted by the Advisory Council on Historic Preservation

In addition to drafting guidelines, the Advisory Council acts as a historic preservation consultant to agencies per Section 202(a)(6) of the NHPA. It periodically conducts studies to gauge impacts and effects of historic preservation laws. In March 1994, the Advisory Council published results of one such study, *Defense Department Compliance with the National Historic Preservation Act: Section 202 (a)(6) Evaluation Report*. Data was compiled from 116 surveys of military installations (including NNSY), military museums, SHPOs, Army Corps of Engineer offices, Naval Facility Engineering Command (NAVFAC) offices, and interviews with headquarter personnel. Selected site visits were also conducted at 16 of the agencies surveyed. NNSY was one of them. Criteria used for evaluation are the:

1. Extent to which cultural resource management and historic preservation are incorporated in Defense Department policy and organization.
2. Adequacy of military service policies and procedures.
3. Leadership and coordination provided by Federal Preservation Officers.
4. Adequacy of cultural resource program organization within military services to meet legal requirements and practical needs.
5. Level of integration of programs, planning, or other activities between cultural resource management programs and museums and the various service centers for military history.
6. Knowledge of the resources to be arranged.
7. Current overall care of holdings.
8. Ability to meet continuing protection, preservation, and curation needs.
9. Potential of service museums to perform badly needed collections-related functions and provide adequate storage and conservation facilities.
10. Overall ability of the military services to effectively and efficiently coordinate their management of cultural resources through uniform practices and standard methodologies.
11. Level of NHPA compliance and technical preservation experience and expertise.
12. Level of integration of cultural resource planning and management with other installation concerns, such as installation master planning.

13. Adequacy of external coordination and consultation, including public involvement.
14. Level of integration of mandated responsibilities under various environmental and related statutes.
15. Availability and appropriate assignment of qualified personnel to manage cultural resources.
16. Stability and adequacy of funding to meet continuing cultural resource program needs.
17. Integration of funding to meet cultural resource management needs with other environmental compliance requirements.
18. Ability of Defense Department to meet cultural resource programs training at all levels.
19. Adequacy of public outreach programs available at the installation level.
20. Operation of museum programs and funding for museums and its impact on the museum's ability to provide public services.
21. Potential of cultural resource managers and museum programs to serve a variety of public outreach and education needs.

(ACHP 1994)

Evaluation revealed "[t]he Department of Defense has not fully met NHPA's policy provisions... Overall, its compliance record is inconsistent, while its management of historic properties and other cultural resources in particular is mediocre" (ACHP 1994, p. ix). In addition, the Advisory Council found that relative to accomplishing its mission, the Defense Department places little weight on historic preservation when assigning funding and staff. A similar conclusion was reached in an earlier 1991 study of highly technical and scientific facilities.

The scientific community, such as the National Aeronautics Space Administration (NASA), felt that "compliance with federal historic preservation law might impede efforts to stay at the forefront of international research and achievement" (ACHP 1991, p. ix). In *Balancing Historic Preservation Needs with the Operation of Highly Technical or Scientific Facilities* the Advisory Council found a lack of familiarity and understanding between the technology and preservation communities. Although this research specifically relates to science and technology, the recommendation to increase communication between preservation and other groups is essential to guiding any

preservation program. Educating the public to appreciate the built environment from the past can be challenging. The following studies were required by the NHPA and sought to identify characteristics at NNSY that make the installation a valuable resource.

#### Studies at Norfolk Naval Shipyard

Two studies of Norfolk Naval Shipyard's archeological and architectural inventory were prepared by R. Christopher Goodwin and Associates, Inc. in February 1997 and June 1998 respectively, for the Atlantic Division (LANTDIV) of NAVFAC. In the archeological study entitled *Archeological Resources Overview, Norfolk Naval Shipyard*, the shipyard and its annexes were broken into twelve zones and analyzed for their potential to contain prehistoric and historic archeological resources. This was accomplished by considering NNSY development, construction materials and techniques, topographical changes in the area, and civilian occupation on tracts of land prior to federal government acquisition. The study was conducted in partial compliance with Section 106 of the NHPA. Goodwin and Associates concluded, "the shipyard and its support annexes potentially incorporate archeologically sensitive areas that contain cultural resources resulting from 5,000 years of human occupation. Portions of the yard...also may contain cultural resources that illustrate agrarian, urban residential, and commercial development of the Portsmouth area..." (Goodwin & Associates 1997, p. 98). A map was generated to show sensitivity levels in the study zones, but no subsurface exploration was conducted.

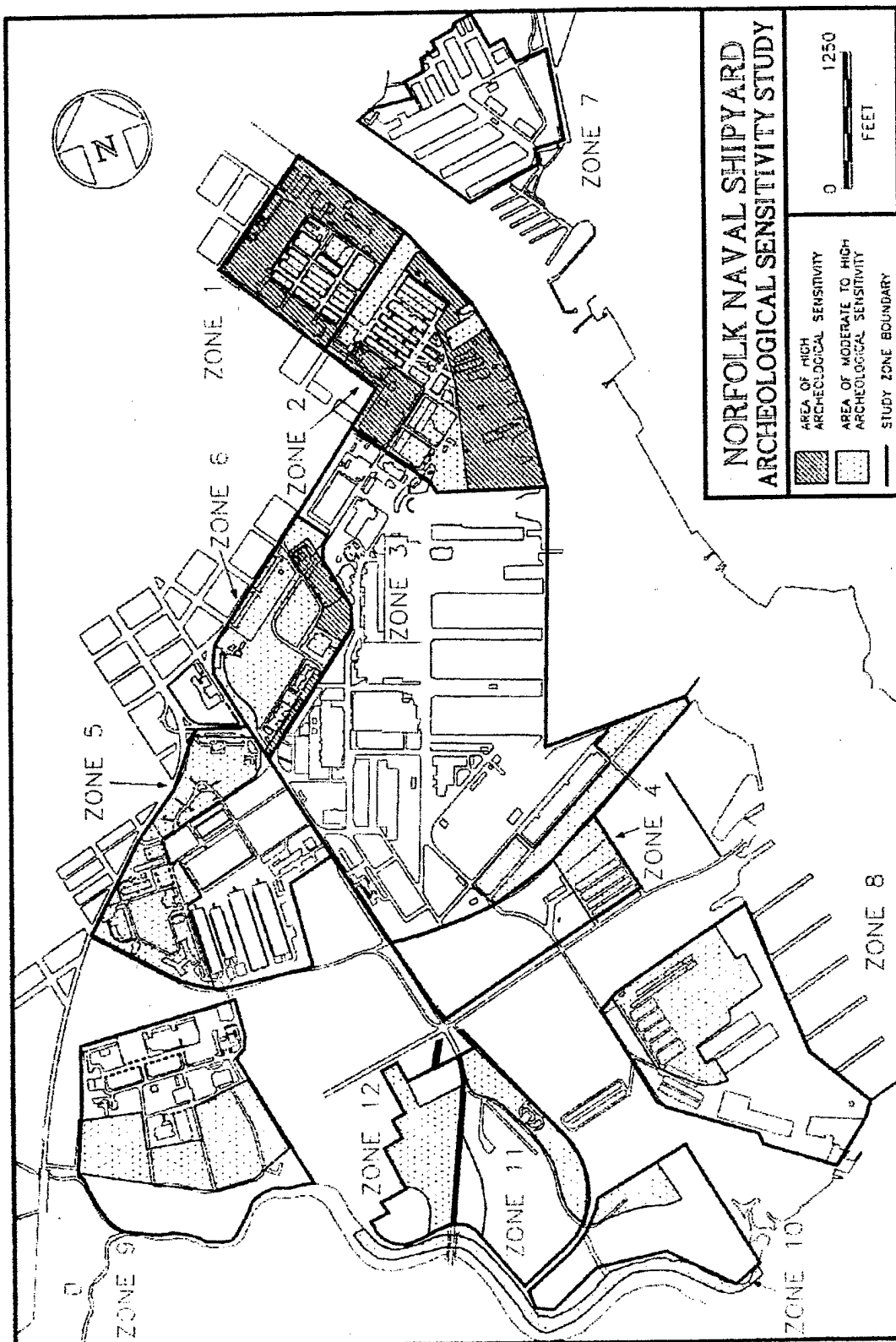


Figure 3.1: Archeological sensitivity levels at NNSY (Goodwin & Associates 1997, p.79).

A more comprehensive understanding of what cultural resources in the built environment exist at NNSY was obtained in a separate Goodwin and Associates study.

The architectural research entitled *Architectural Inventory of Norfolk Naval Shipyard and Satellite Activities, Portsmouth Virginia* was conducted in partial compliance with Section 110 of the NHPA. Actual field investigation was performed in 1993. However, between 1993 and 1998 when the final survey was submitted, the shipyard proceeded with its demolition program. Reference Chapter Seven for more information on demolition. Four hundred and eighteen buildings and structures on NNSY and its satellite activities were evaluated using the National Register Criteria of Evaluation, 36 CFR 60. "Assessments were based on a property's integrity and importance relevant to the historical themes and period of significance (National Register categories and subcategories) identified for the installation" (Goodwin & Associates 1998, p. 80). NNSY was analyzed according to eight time periods that are associated with military history; they are:

- Colony to Nation (1750-1789);
- Early Republic and Antebellum Era (1790-1860);
- Civil War and National Expansion (1861-1889);
- The Progressive Era (1890-1916);
- World War I (1917-1919);
- The Inter-War Years (1920-1939);
- The Emergency Mobilization Period and World War II (1940-1945); and
- The Post War Period and the Cold War (1946-present).

(Goodwin and Associates 1998)

Goodwin and Associates defined the period of significance for NNSY to be between 1835, the date of the oldest extant building, and 1945, the end of World War II. Using this period, assets were then considered as contributing or non-contributing structures to the yard's architectural integrity. Of the 418 buildings and structures analyzed, 367 were included in an area eligible for listing as an historic district on the main shipyard complex. Of the 367, 110 were considered contributing structures because they

“...possess the qualities of significance and integrity necessary for listing in the National Register of Historic Places as an historic district” (Goodwin & Associates 1998, p. 105). “The Norfolk Naval Shipyard Historic District is nationally significant under National Register Criterion A as an example of the progressive development of U.S. Navy shore installations’ physical plants, and of the evolution of naval construction and maintenance technology over time” (Goodwin & Associates 1996). Structures on satellite activities were found to not possess exceptional significance. The NHPA defines a “historic district” as “...an area which contains historic properties, buildings having similar or related architectural characteristics, cultural cohesiveness, or any combination of the foregoing” (Bevitt 1993, p. 33). Districts such as NNSY have rhythms of similar building materials and techniques, massing, heights, fenestration, and spacing (Murtagh 1993, p. 107).

Discussions were held between NNSY, SHPO, and the Advisory Council to perhaps limit the proposed district to the north end of the yard where a majority of the contributing structures are located. A point of contention exists however. One of the largest periods of expansion at NNSY was in preparation for World War II. Massive industrial facilities were constructed near the waterfront to build, overhaul, and repair naval vessels for the war. Those structures, albeit lacking architectural character when compared to buildings in the yard’s north end, are significant for their place in American history. To exclude them from the proposed historic district ignores Norfolk Naval Shipyard’s continual service to the fleet.

As of this writing, the shipyard has not been nominated for listing in the National Register. In fact, conflict arises at times between shipyard and SHPO priorities because consensus is lacking. To alleviate this problem, another study has been proposed to categorize facilities beyond the ‘contributing’ and ‘non-contributing’ designations. This

system would assign rankings to buildings based on their significance from 1, the most significant, to 5, not a historic property. Shipyard management opposes this proposal because it is thought that the demolition program would be impeded (Richards 1999).

The Goodwin and Associates study also identified a structure (Building 448) to be eligible for individual listing in the National Register. The Hammerhead Crane is an octagonal steel framed structure built in 1940 primarily to mount gun turrets on naval destroyers. "It is a unique engineering structure that was critical to the shipyard operation during World War II, and it is the only 350-ton crane still in use in today's modern shipyard operations" (Goodwin & Associates 1998, p. 127). As with the proposed historic district, further steps have not been taken to nominate the Hammerhead Crane for listing on the Register. The crane's location and the boundaries of the proposed historic district are shown in Figure 3.2.



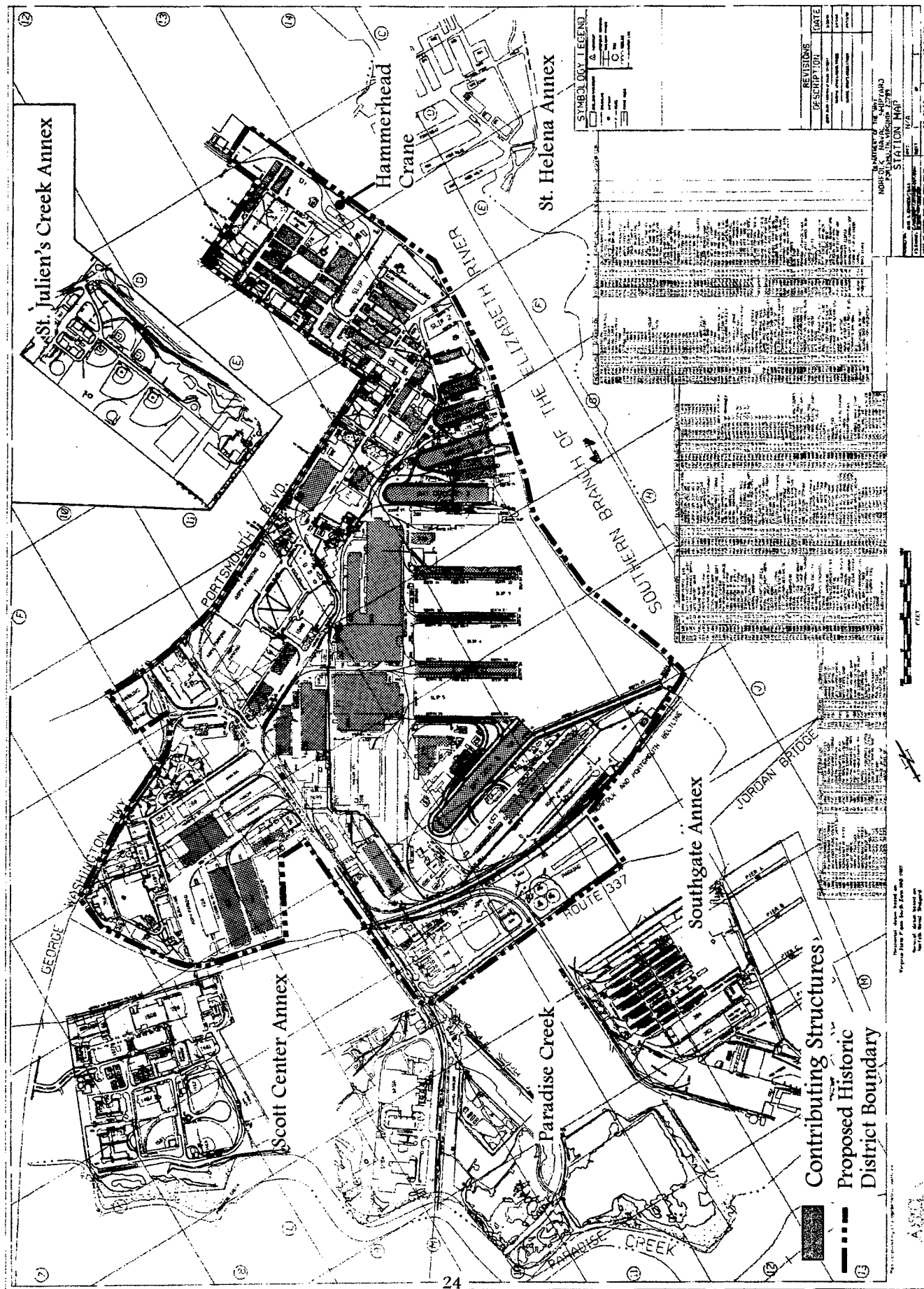


Figure 3.2: Proposed historic district and location of Hammerhead Crane (Goodwin & Associates 1998, p. 107).

## CHAPTER FOUR

### METHODOLOGY

#### Objective and Purpose

The objective of this research is to explore Norfolk Naval Shipyard's historical significance and identify federal laws, U.S. Navy instructions, and internal processes that shape its built environment. Data from specific facility projects are compared with those laws, instructions, and processes to gain insight into how historic preservation is handled at the shipyard. Then, recommendations are proposed for future improvement.

#### Impetus

There is an external perception that government agency's are not very sensitive to preserving cultural resources and that they are not held to the same standard as private parties managing historic property. In fact, literature published by the Advisory Council on Historic Preservation partially supports this notion and suggests that an agency's mission, political structure, and budget may detract from preserving significant resources. It is no secret that individual military installations have explicit requirements that function within the framework of the Department of Defense. Those requirements are at the core of any commanding officer's goals for the installation. Furthermore, command priorities and available funding determine what projects are completed and when. The impetus for this research stems from the author's involvement in managing facilities at Norfolk Naval Shipyard and interest in historic

preservation. Operating and maintaining buildings and structures while balancing historic preservation laws, with various security and mission requirements, proves to be tedious at best.

### Research Methods

The research first considered the significance of Norfolk Naval Shipyard by gathering historical information from the shipyard's website and previous surveys completed by R. Christopher Goodwin and Associates. Personal interviews were conducted with shipyard facility personnel to determine projects and/or buildings that could be analyzed. Facility personnel also provided data from the shipyard's Facilities Engineering Maintenance System (FEMS) and the Integrated Preservation Software.

All facility-related work on the main complex at Norfolk Naval Shipyard has the potential to affect historically significant property because of the extensive collection of contributing buildings and structures. For example, an addition to a non-contributing structure may affect the overall architectural character of the proposed historic district. To retrospectively discuss the process of fulfilling Section 106 responsibilities and adhering to Department of the Navy cultural resource guidelines, four projects were chosen that have been completed on shipyard buildings.

Although there are many steps in completing a facility project, those relative to preserving significant resources have been extracted for review. The date when the project is identified, SHPO is contacted and concurs on the proposal, Advisory Council, if necessary, is contacted and concurs, and a contract is completed are important indicators to gauge its success. However, numbers and dates may not reveal the entire evolution of a project. Agreements are made informally and meetings take place on a

daily basis to resolve facility-related matters. Therefore, details were gathered from facility personnel and are included as well.

Specific buildings were chosen because repair projects had been completed on them within the past four years, Section 106 review was required, they were considered contributing structures to the character of NNSY as a historic district, and both funding sources were represented. They represent repair projects for an administrative facility (Building 32), an industrial facility (Building 163), and a military support facility (Building 67). The fourth building represents a demolition (Building 275). The author was also involved as a facility manager in three of the four projects, coordinating building occupant needs, construction management, and contract requirements. Section 106 requirements were completed prior to June 1999 when streamlining revisions were implemented, yet this fact does not alter the outcome of the research.

## CHAPTER FIVE

### CURRENT DEPARTMENT OF THE NAVY POLICY

#### Secretary of the Navy Policy

When federal laws are passed that affect Department of Defense operations, new instructions are issued to implement them. This chapter contains a discussion of the two instructions that govern preservation. The Department of the Navy (DON) cultural resource management and historic preservation policies closely parallel the NHPA. In general, the Secretary of the Navy (SECNAV) recognizes that the Navy has ships, artifacts, large tracts of lands, and structures of historical significance under its jurisdiction. The DON has tried to set policy that allows installation commanders to accomplish their missions while respecting and preserving cultural resources. The most up to date SECNAV instruction is SECNAVINST 4000.35, issued in August 1992.

SECNAVINST 4000.35 establishes requirements and outlines DON responsibilities in complying with the NHPA, the Archeological Resources Protection Act of 1979, and the 1990 Native American Graves Protection and Repatriation Act. These requirements include establishing a program to:

1. Locate and inventory all cultural resources under DON control;
2. Evaluate them against National Register eligibility criteria;
3. Consult with preservation agencies whenever a DON undertaking may affect eligible resources; and
4. Ensure that resources are not inadvertently transferred, sold, demolished, substantially altered, or allowed to deteriorate.

(SECNAVINST 4000.35 1992, p. 2)

It is being revised to reflect recent streamlining changes to Section 106 and to codify DON responsibilities. SECNAVINST 4000.35 also requires the Chief of Naval

Operations (CNO) to issue an implementing instruction, which is OPNAVINST 5090.1B "Environmental and Natural Resources Program."

Chief of Naval Operations Policy

Chapter 23 of OPNAVINST 5090.1B entitled "Historic and Archeological Resources Protection," goes into specific detail about Navy responsibilities relative to preserving cultural resources. It is based on Sections 106 and 110 of the NHPA previously discussed. This instruction requires that installation specific preservation programs be integral parts of standard policies and procedures. In addition, early consultation with appropriate parties is emphasized. This means that personnel responsible for managing cultural resources should play important roles in decision making at an installation. The next chapter explains how SECNAVINST 4000.35 and OPNAVINST 5090.1B are implemented at Norfolk Naval Shipyard.

CHAPTER SIX  
GENERAL HISTORIC PRESERVATION PROCEDURES AT NNSY

Introduction

As noted earlier, historic preservation legislation encompasses protection of artifacts, buildings, ships, structures, and land. In fact, there are collections of artifacts at Norfolk Naval Shipyard in several locations. The most notable is Trophy Park.

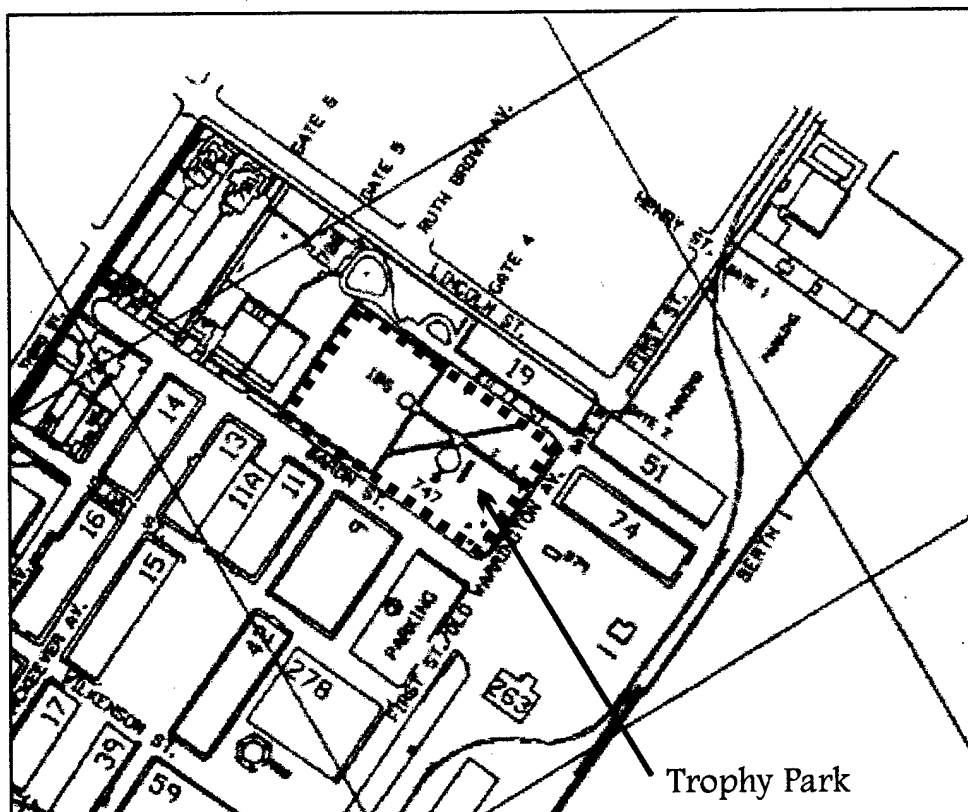


Figure 6.1: Location of Trophy Park.

Trophy Park is located in the northern portion of the shipyard among older structures. Munitions and other items such as a masthead, a World War II British submarine, propellers, and anchors from various vessels and historical time periods dot the landscape. The park's 99 year-old gazebo (Building 106), restored by the Department of the Interior in 1995, is also the site of various events such as small concerts, change of command, retirement, and wedding ceremonies. Trophy Park is routinely open to the public to facilitate educational exchange. The shipyard's Public Affairs Officer, Historian, and Facilities Division are responsible for locating and preserving the artifacts. Portsmouth Naval Shipyard Museum, located in downtown Portsmouth, VA, houses artifacts relative to shipyard and naval history. However, interaction between shipyard and museum staffs is limited. This paper mainly focuses on historic preservation and cultural resources relative to buildings and structures at the shipyard.



Figure 6.2: World War II British submarine (NNSY 1999).



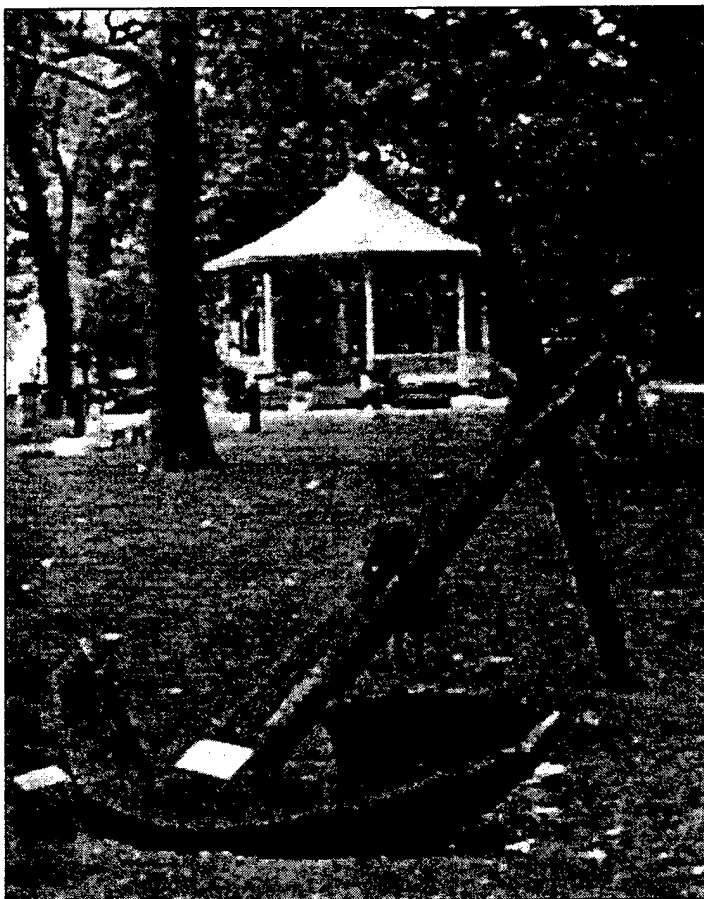


Figure 6.3: Trophy Park gazebo (background) and anchor from the USS Texas (foreground) (NNSY 1999).

#### Historic and Archeological Resources Protection Plan

The general instruction that provides for the protection of historic and archeological resources at the shipyard is Naval Shipyard, Norfolk Instruction (NAVSHIPYDNORINST) P5090.1. This is the shipyard's "Historic and Archeological Resources Protection Plan." Chapter 1 of the NNSY Environmental Protection Manual, Volume XX, Part A as required by OPNAVINST 5090.1B. It was last updated in November 1993 to reflect shipyard reorganizations and refine departmental responsibilities. In keeping with OPNAVINST 5090.1B, procedures in the plan also parallel Sections 106 and 110 of the NHPA. However, it explicitly expresses internal shipyard duties. Refer to the section below that discusses SHPO and Advisory Council

consultation. While the plan exists, it only considers historic and archeological resources. In reality, cultural resource management is incorporated into standard facility management procedures.

#### Facilities Maintenance and Engineering Division Services

NAVSHIPYDNORINST 11014.4C explains work classifications, initiating facility work, and the facility work process for Norfolk Naval Shipyard. The processes discussed below apply to all facilities and structures at NNSY regardless of historical significance. Cultural resource management processes are smaller checks and balances in the larger context of operating and maintaining the \$2 billion facility. It is the shipyard's instruction for requesting facility-related services, but does not segregate significant structures. Before detailing processes that are described in NAVSHIPYDNORINST 11014.4C, it is important to note categorical differences in funding appropriations at the shipyard.

#### Work Classifications and Funding Appropriations

The Chief of Naval Operations Instruction (OPNAVINST) 11010.20F identifies four work classifications for naval facilities: construction, equipment installation, repair, and maintenance. Each classification has different funding limitations and approval authority. Funding limits also differ with funding sources. Work and repair that occurs in buildings owned and maintained by NNSY and its major claimant, Naval Sea Systems Command (NAVSEA), are funded from the Navy Working Capital Fund (NWCF). The NWCF is replenished by naval installations, such as shipyards, that are reimbursed for services and is considered "overhead." For example, a NWCF industrial building owned by NNSY can undergo a repair project for \$3 million or less with

Shipyard Commander authority. Repair projects between \$3 million and \$5 million must be approved by NAVSEA with certification from LANTDIV. Repair projects greater than \$5 million require approval from NAVSEA, the CNO, and the Assistant Secretary of the Navy (ASN).

Facilities owned and maintained by CNRMA are funded by Congressional appropriations through the Operations and Maintenance, Navy (O&M,N) budget. There are a few facilities that are under the jurisdiction of CNRMA, but maintained by NNSY with NWCF funds. Table 6.1 gives examples of what types of facilities are classified as O&M, N or NWCF as of 01 October 1999. The table should be used as a rule of thumb and not rigidly applied, as there are a few exceptions. It must be said that despite categorical classifications or funding limitations, Federal laws and Navy policies regarding historic preservation are applicable. Table 6.2 shows funding limits for NWCF and O&M, N facilities.

Type of Facility	NWCF	O&M,N
Administrative Facilities		X
Barracks		X
Basketball / Tennis Courts		X
Bowling Alley		X
Commissary		X
Crane / Railroad Tracks	X	
Dry Docks	X	
Fitness Facility		X
Galley		X
Housing Units		X
Medical / Dental Clinic		X
Piers / Berths Inside the Industrial Area	X	
Piers / Berths Outside the Industrial Area		X
Production Facilities	X	
Security Facilities	X	
Shipyard Cranes	X	
Softball Fields		X
Swimming Pools		X

**Table 6.1:** Examples of facilities and applicable funding appropriations.

Program	Category of Work	Fund Range	Approval Authority	Appropriation
Locally Approved Projects	Maintenance Repairs Minor Construction Equipment Installation	<\$3M, <\$500K <\$3M, <\$500K <\$100K, <\$200K <\$200K	Commanding Officer	NWCF, O&M,N
Special Projects	Maintenance Repairs	\$3M-\$5M >\$5M	NAVSEA, LANTDIV NAVSEA, CNO, and ASN	NWCF
		\$500K-\$5M >\$5M	CNRMA, LANTDIV CNRMA, CNO, and ASN	O&M,N
	Equipment Installation	>\$200K	NAVSEA, LANTDIV	NWCF
		>\$200K	CNRMA, LANTDIV	O&M,N
	Construction	\$100K-\$500K, \$400K	NAVSEA, LANTDIV	NWCF
		\$200K-\$500K, \$400K	CNRMA, LANTDIV	O&M,N
Military Construction Projects	Construction	>\$500K	Congress	MILCON

**Table 6.2:** Funding limits for NWCF and O&M, N facilities (CNO 1996, Appendix B).

Construction projects are those that involve “work to build a new facility, or alter an existing facility.” Funds for new construction projects exceeding \$500,000 can only be appropriated by Congress through the military construction (MILCON) program. Equipment installation projects are comprised of “work to support the installation of an item of personal property in an other than new facility” (OPNAVINST 11010.20F 1996, pp. 2-4). Repair projects seek to replace damaged or deteriorated materials or systems while maintenance is undertaken to sustain a particular system. A majority of facility related work, especially that with historic preservation concerns, falls into the repair or maintenance classifications, which includes emergency and service tickets, minor work repairs, preventive maintenance, and major projects.

Emergency tickets are used to prevent damage to property and personnel and are unlimited in scope. Service tickets encompass repairs that cost between \$0 and \$1,000 and less than 16 labor hours and are used to repair items such as clogged water closets and burned out light fixtures. Minor work projects cost between \$1,000 and \$25,000, require more than 16 labor hours, and require advanced planning. Preventative

maintenance work serves to diminish potential harm to buildings and their components such as air conditioning units and fire protection systems. Major projects exceed \$25,000 in scope and also require advanced planning.

#### Initiating Facility Work

Two different claimants, NAVSEA and CNRMA, operate and maintain facilities within the confines of Norfolk Naval Shipyard. Although the procedures that follow are specific to NAVSEA, which are those facilities still maintained by NNSY with NWCF funds, the process of initiating work and consultation with SHPO and Advisory Council are similar for CNRMA. Projects can be initiated in four ways, through Long Range Maintenance Plan (LRMP) inspections, building custodian requests, investigations by Facilities Maintenance and Engineering Division (Code 910) personnel, service tickets that exceeded cost or labor thresholds, or a combination of all of them. Under the LRMP, buildings and structures are surveyed once every three years for architectural, structural, electrical, and mechanical deficiencies. Results from these surveys are documented in estimates and work descriptions. For example, if an inspector finds excessive quantities of peeling paint on a building, he then prepares an estimate to repaint that includes preparation, labor, and materials. The idea is for facility managers to use the estimates to plan repairs and insert them into the budget cycle.

Each facility has an assigned building custodian who acts as a liaison between their departments and Code 910. They not only report routine repair items using service tickets to Code 910, they submit requests for larger projects. Project managers and technicians within the Facilities Division are also major contributors in initiating facility work requests. They are personnel trained to maintain buildings, dry docks, and rails and work closely with building custodians and shipyard management. From

time to time work requested on service tickets exceed \$1,000 or 16 labor hours. These tickets are discontinued and converted to formal requests and forwarded to Code 910.

#### Facility-Related Work Process

When a construction, equipment installation, repair, or maintenance item of work is identified, it is submitted to Code 910's Maintenance Engineering Branch (Code 913) with a control number for tracking and is reviewed by the Facilities Review Board (FRB) for accuracy and legitimacy. The FRB is comprised of personnel from the Facilities Division and the Portsmouth Site of Public Works Center, Norfolk (PWC), including: the Maintenance Director, Activity Civil Engineers, Production Controllers, Budget Analysts, PWC Engineers, Planners, and Nuclear Project Managers. It is then entered into a facility database and forwarded to PWC. If the request has historic preservation or other planning requirements such as NEPA documentation, it is also forwarded to the Facilities Division's Planning Branch (Code 914). Refer below for detailed steps of Code 914 responsibilities. PWC will either have engineering technicians estimate the job or send it to design for architectural and/or engineering plans and specifications. These services can be performed "in-house" or with a private architectural and engineering firm.

Completed estimates and/or plans and specifications are forwarded back to Code 910 for review from PWC. Depending on the estimated amount, the project is either funded, put into the maintenance backlog, or put on the major maintenance list. Major maintenance is the designation for projects that either exceed \$25,000, or require special tracking attention. Both repair and maintenance classifications are on the major maintenance list as these terms are sometimes used interchangeably. NNSY repair and maintenance budgets are negotiated internally and approved by NAVSEA

before the start of each fiscal year. For the past 6 years, an average of \$16.5 million has been allocated for major maintenance on NWCF facilities. Where a new project is inserted into the budget cycle depends on its urgency and importance to accomplishing NNSY's mission. Estimates from LRMP inspections are also used to insert items onto the major maintenance list.

Major maintenance project designs are reviewed by: NNSY's Environmental, Fire, and Security Departments, Codes 913 and 914, the Resident Officer in Charge of Construction (ROICC), the building custodian, a fire protection engineer, and SHPO. If applicable, projects may also be reviewed by Nuclear Facility Managers (Code 915), the Dry Dock Engineer (Code 916), and Project Management (Code 917) for those in excess of approximately \$100,000. All parties are invited to a design review meeting to discuss coordination, construction, or design concerns at both the 35% and 90% completion stages. Private construction or service firms, "in-house" shipyard labor or "in-house" PWC labor can execute facility work. Generally speaking, projects that are performed by "in-house" labor are subject to delays from work backlogs whereas private firms can hire necessary resources to meet current workloads. Figure 6.4 is a schematic detail of the process.

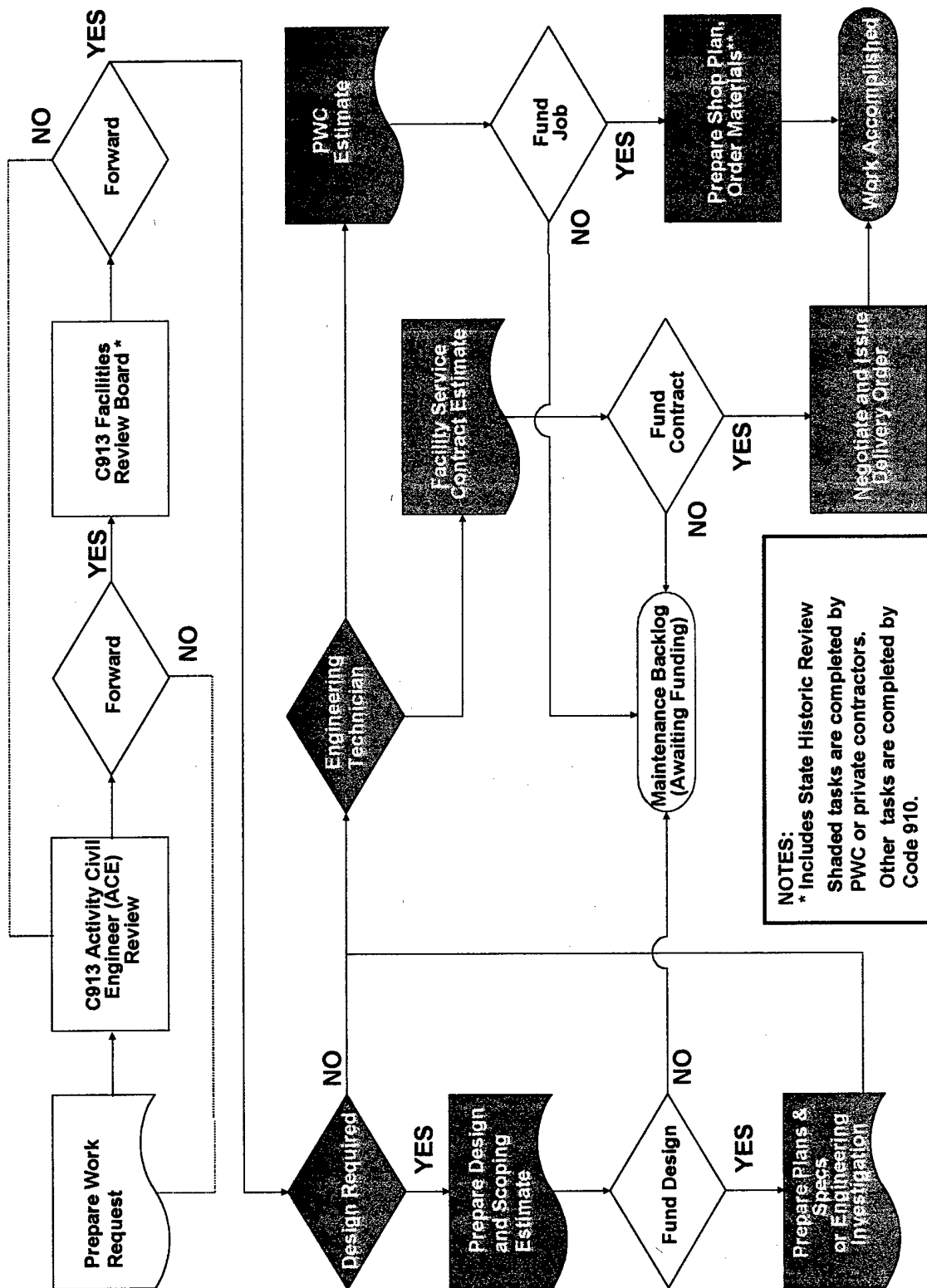


Figure 6.4: Schematic diagram of facility-related work process (Anderson 1998, p.6).



### SHPO and Advisory Council Consultation

Despite the fact that NNSY does not have a legal obligation to SHPO or the Advisory Council, both act as historic preservation consultants. Their input is considered extremely important when determining how an undertaking should proceed and it occurs concurrently with architectural and engineering design as much as possible. Code 914 references the R. Christopher Goodwin and Associates' architectural and archeological surveys when identifying historic properties and beginning the Section 106 process by determining if the proposed work (or undertaking) has the potential to affect the property. To do so, Code 914 must have proper documentation of the proposed undertaking from Code 913, engineering technicians, architects, and/or engineers. If the undertaking does not have the potential to affect those characteristics of the cultural resource that make it eligible for inclusion in the National Register, Section 106 requirements have been met and the project can proceed. If Code 914 determines the undertaking does have the potential to affect a property's character-defining features, documentation is prepared notifying the state of Virginia's SHPO of one of three determinations, no effect, no adverse effect, or adverse effect.

A 'no effect' determination means the Planning Branch does not feel the proposed work will impact the property in any way, neither harmful nor beneficial. If SHPO agrees, concurrence is documented, and NNSY can proceed with the undertaking. If SHPO disagrees, NNSY must then consider if the effect is adverse, using criteria in Section 106. An effect is adverse if:

1. Physical destruction, damage, or alteration occurs to all or part of the property;
2. The property is isolated from its setting or the character of the property's setting is altered when that character contributes to the property's qualification for the National Register;
3. Visual, audible, or atmospheric elements are introduced that are out of character with the property or alters its setting;

4. The property is neglected and results in its deterioration or destruction;  
and
5. The property is transferred, leased, or sold.

(ACHP 1986, p. 25)

A 'no adverse effect' determination means there will be an impact but those character-defining features that make the cultural resource eligible for inclusion in the National Register will not be affected. In this case, Code 914 submits the finding documentation to SHPO. SHPO has 30 days to review the documentation. If SHPO concurs, NNSY can proceed with the undertaking. If SHPO objects and thinks there is an adverse effect, then NNSY must forward documentation to the Advisory Council for review. Advisory Council has 15 days for review. If the Advisory Council agrees that the undertaking will have no adverse effect, NNSY can proceed. But if the Advisory Council determines there will be an adverse effect, consultation proceedings are initiated.

In the event NNSY, SHPO, or the Advisory Council determines an undertaking will have an 'adverse effect' on a cultural resource, consultation is initiated between NNSY and SHPO to "...consider ways to avoid, reduce, or mitigate the adverse effects of the undertaking..." (ACHP 1986, p. 36). Alternatives or mitigating measures may be proposed. Mitigation may include:

1. Limiting the magnitude of the undertaking;
2. Modifying the undertaking through redesign;
3. Preservation, repair, rehabilitation, or restoration versus demolition;
4. Documenting (drawings, photographs, histories) buildings or structures that must be destroyed or substantially altered;
5. Relocating historic properties; and
6. Salvaging archeological or architectural information and materials.

(ACHP 1986, p. 36)

Upon reaching an agreement, a Memorandum of Agreement (MOA) is developed, signed by both parties and forwarded to the Advisory Council. The Advisory Council has 15 days to either concur, in which case NNSY may proceed, or propose changes to

the MOA. If NNSY agrees with the proposed MOA changes, the negotiated undertaking may proceed. If NNSY disagrees with the Advisory Council's changes, the full Advisory Council has an opportunity to make comments. "After taking the Advisory Council's comments into consideration, the Secretary of the Navy may formally notify the Advisory Council that the undertaking will proceed, in the public interest, without agreement having been reached regarding alternative courses of action or mitigation measures to be taken" (OPNAVINST 5090.1B 1994, pp. 23-4). Figure 6.5 graphically depicts this process.

If SHPO or the Advisory Council fail to respond to findings in specified time frames, NNSY may assume there is concurrence with its determinations. Although Advisory Council does not review 'no effect' and 'no adverse effect' findings, it has the option to participate in any consultation proceedings. All designs should be prepared in accordance with the Secretary of the Interior's "Standards for the Treatment of Historic Properties," and reflect any negotiations reached during consultation. The next chapter examines specific projects that had cultural resource concerns at Norfolk Naval Shipyard.

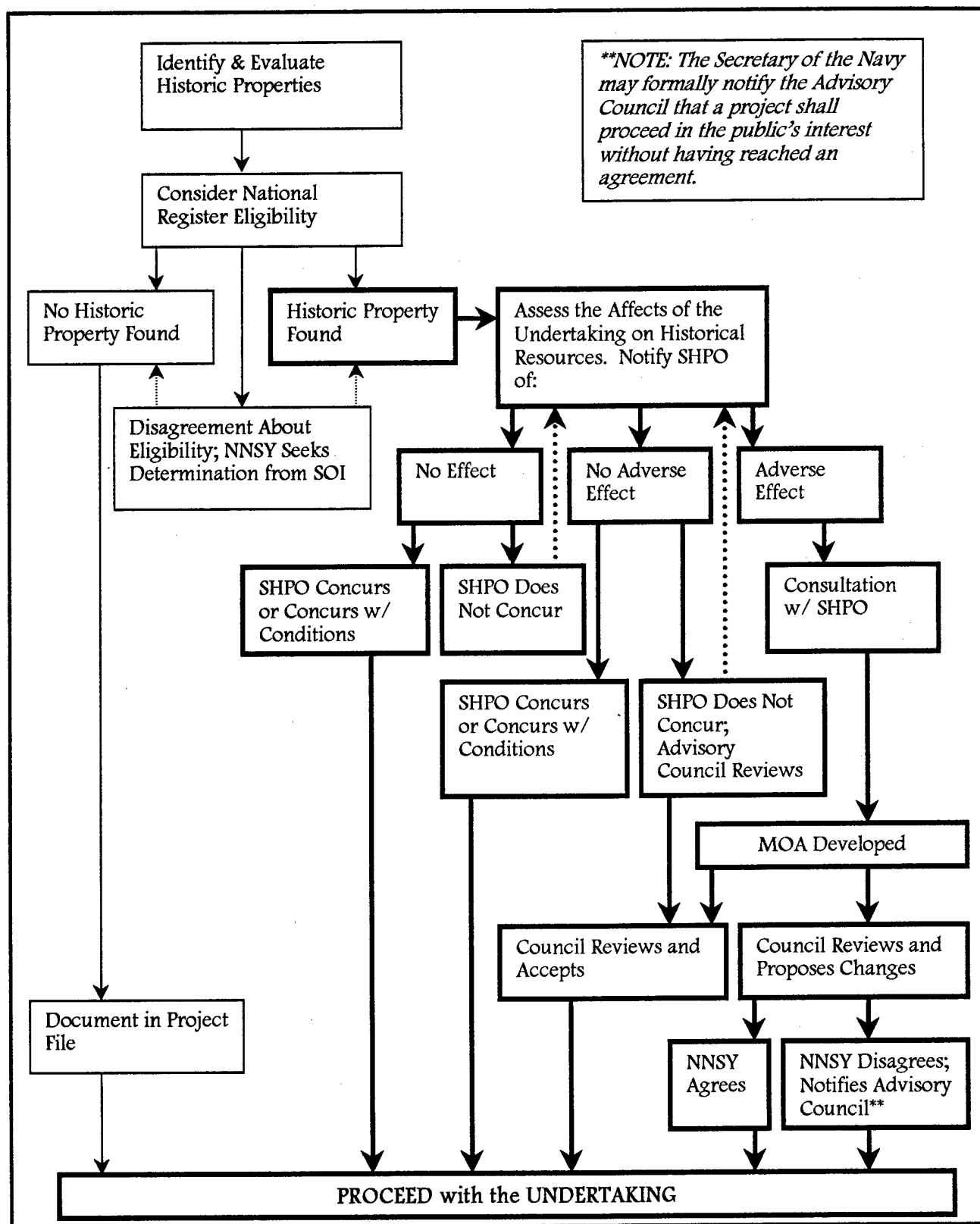


Figure 6.5: Basic steps of Section 106 review (NAVSHIPYDNORINST P5090.1 1993, enclosure 1; OPNAVINST 5090.1B 1994).

## CHAPTER SEVEN

### FOUR SPECIFIC PROJECTS WITH HISTORIC PRESERVATION CONCERNS AT NNSY

#### Introduction

Aside from individual properties previously singled out, few of the contributing structures stand out in their own right as architectural or engineering masterpieces. However, the proposed historic district designation recognizes the collection of buildings known as Norfolk Naval Shipyard for their place in U.S. history. The buildings chosen for this research are simply examples of building types and projects.

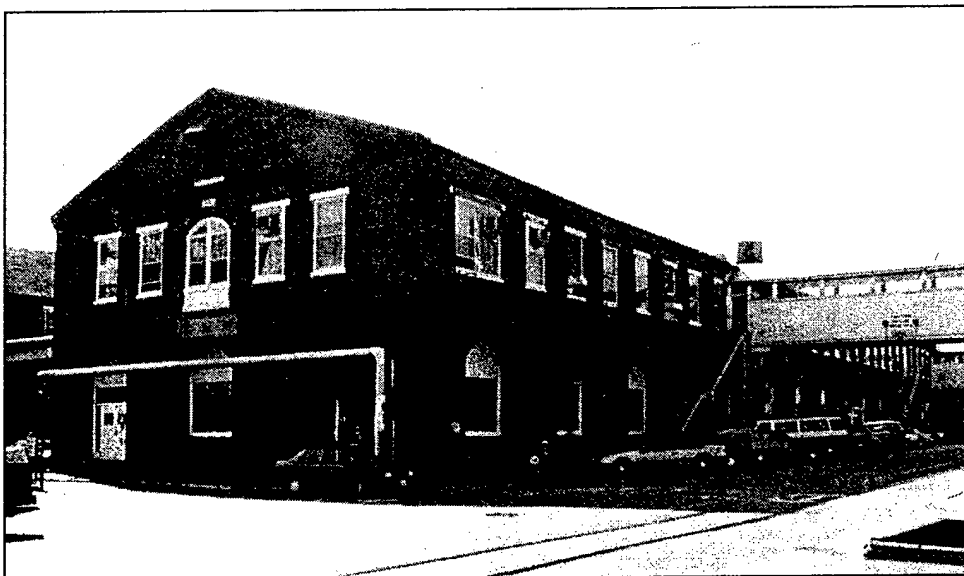


Figure 7.1: Northwest corner of Building 32 (Goodwin & Associates 1998).

### Building 32 Rehabilitation Project

Building 32 is a two-story 53,152 square foot masonry facility that was constructed in 1882. Originally used as a timber shed, it now houses shipyard administrative functions (Carlton 1994, p. 1). It has architectural characteristics common to many of the buildings in the shipyard's north end such as the "...well-marked rhythm [of exterior openings], strong, but subtle brick cornice, and large but properly scaled windows" (O'Neal 1968, p. 77).

Building 32's deficient conditions were formally identified in fiscal year 1988 through LRMP inspections. Necessary repairs were compiled into one design package such that interior spaces and the exterior envelope were rehabilitated. Interior repairs included installing new mechanical and electrical systems and new internal stairwells for egress. Exterior repairs entailed installing a new terne-coated stainless steel standing seam roof, repointing and replacing spalling and deteriorated masonry and mortar joints, replacing windows, and removing non-original fire stairs.

Code 914 determined the proposed undertaking would have 'no adverse effect' on the building and notified the Virginia SHPO with accompanying documentation on 30 November 1994. The Advisory Council was notified of NNSY's determination, supported by SHPO, on 24 January 1995 and concurred on 15 February 1995. The project was funded in fiscal year 1995 and completed in June 1997 for \$3.7 million. Avoiding removing character-defining components is a principle standard in the Secretary of the Interior's "Standards for Rehabilitation." In some cases, removal may be the best economical and technical solution when considering preserving an entire property. Determining what components are either retained or removed is one goal of SHPO consultation. Such is the case with windows in Building 32.

NNSY sought to replace the termite-infested wooden windows in kind. SHPO initially objected to this recommendation because, as a general rule, it is thought that repair yields a superior finished product to replacement (Richards 1999). In addition, “[t]he basic dictum of the professional preservationist...is to keep as much of the original fabric as possible” (Murtagh 1993, p. 21). The shipyard contended the windows were deteriorated beyond economical repair and that higher insulation values could be obtained from new ones, which translates into energy savings. This duality is repeated over and over on similar projects throughout the yard.

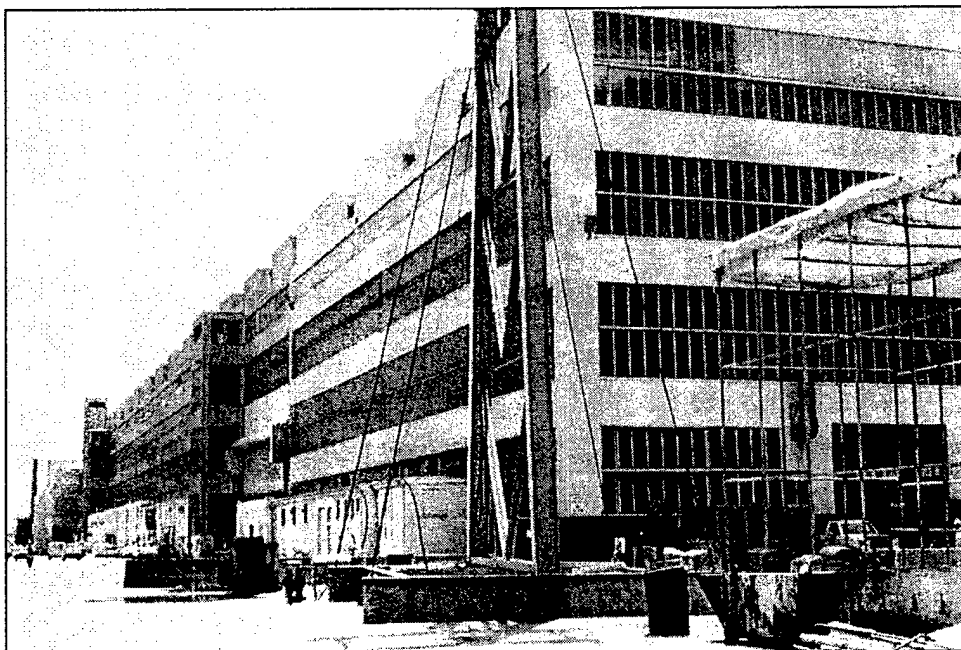


Figure 7.2: Building 163 is one of the largest facilities at NNSY with over 400,000 square feet of usable space (Goodwin & Associates 1998).

### Building 163 Exterior Repairs

Building 163 is the second largest building at NNSY, commanding a prominent presence from the Elizabeth River. The 413,084 square foot structure was built in 1918 to facilitate World War I shipbuilding and repair operations. It is a two-story steel frame building clad with corrugated siding, similar to many of the yard's

industrial waterfront facilities. Building 163 houses several production operations with respective administrative offices such as the welding, boiler making, central tool, and shipfitting shops. At times the historical significance of buildings like 163 is questioned because many of them are non-descript boxes. They do not receive as much credence as buildings that may have more architectural character.

In 1986 an undertaking was identified to repair, by replacement, exterior asbestos impregnated siding. The project was funded in fiscal year 1997 and completed in September 1999 for \$2.96 million. SHPO did not oppose NNSY's 'no adverse effect' finding for the repair. The 11-year delay between identification and funding is a result of the project's relatively low priority in comparison to other shipyard undertakings (Ayres 1999). The siding in its existing condition, did not pose a threat to personnel or property. Therefore, execution was deferred for several years.



**Figure 7.3:** Building 67 is the shipyard's chapel. It dates back to 1901 (Goodwin & Associates 1998).



### Building 67 Exterior Rehabilitation

Although all O&M, N funded land and facilities are now owned and maintained by CNRMA, prior to 01 October 1998 all, except housing units, were owned and maintained by NNSY. "Building 67 is a two-story 6,300 square foot building located at the north end of the shipyard. It was constructed in 1901 as a stable. During the 1920s and 1930s, it housed the shipyard fire station. In 1940, Building 67 became the shipyard chapel and continues to serve that purpose" (Gunther 1994, p. 1).

Deterioration of external components was compiled in a rehabilitation project in fiscal year 1993. SHPO was notified of the proposed undertaking on 16 August 1994 and concurred on a 'no adverse effect' finding on 04 September 1994 with the following condition.

All masonry repointing will be undertaken in accordance with the National Park Service's *Preservation Brief #2 [Repointing Mortar Joints]*. Masonry repointing will be executed only where the existing mortar is no longer intact, or where inappropriate repointing needs to be corrected.

(Wise 1994, p. 1)

Documentation was concurrently forwarded to the Advisory Council on 16 August 1994 and concurred upon on 29 September 1994.

Exterior repairs entailed repointing mortar joints and replacing deteriorated bricks. To minimize costs of matching 90 year-old bricks and manufacturing a small batch, bricks were salvaged from a building that was demolished a year earlier. The rehabilitation project also included "...work to windows, roof, gutters and downspouts, wood trim, and [the] portico" which was added in 1963 (Gunther 1994, p. 1). There were no consultation differences between NNSY, SHPO, and the Advisory Council. The project was funded in fiscal year 1994 and completed in May 1995 for \$397,000.

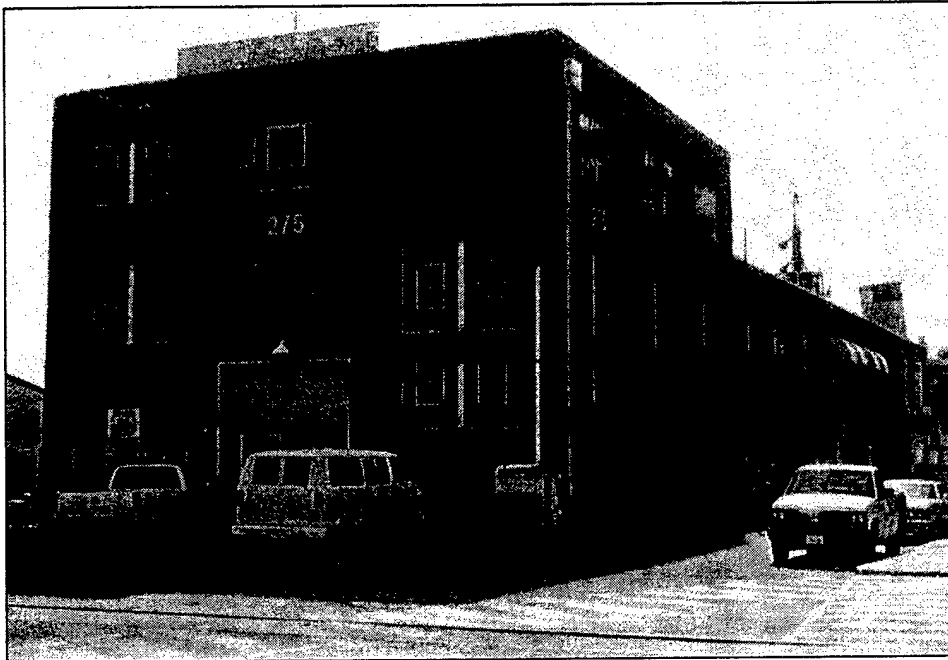


Figure 7.4: Building 275 was a welding lab built in 1942 (Goodwin & Associates 1998).

### Building 275 Demolition

Due to Base Closure and Realignment Acts of 1988 and 1990, "...military services were directed to realign functions and units, close all or portions of certain installations, and dispose of surplus military property" (ACHP 1994, p. 21). As a result, military bases developed aggressive consolidation and demolition programs. Reductions in government spending also enticed bases to seek cost saving methods in all of its operations. Funds for real property maintenance, repair, and construction are always some of the first large expenditures to get cut.

Early in 1996, the Commander of Atlantic, Surface Forces approached the Shipyard Commander to homeport two destroyer squadrons at NNSY. This proposal would be a win-win situation for both commands in that overcrowding conditions could be eased at Norfolk Naval Base resulting from base closures and realignments throughout the United States. Likewise, shipyard personnel could be consolidated while building usage

and underutilized berthing spaces at the north end would be maximized. With the onset of approximately 3,000 additional personnel, additional parking facilities were necessary. Parking in the north end of the yard is a commodity even without extra demand because buildings are close in proximity of each other. Therefore, buildings that were already identified for demolition, were considered for early execution to make parking lots.

Building 275 was an underutilized, two-story masonry building when it was recognized for demolition in fiscal year 1994. It was built in 1942 as a welding laboratory and included in the proposed historic district. SHPO was notified of an 'adverse effect' finding on 06 May 1996, as the proposed undertaking would demolish four contributing structures, including Building 275, and one non-contributing structure. In June 1996, both SHPO and NNSY signed a MOA to mitigate the adverse effect. Mitigation in the MOA included recording the buildings according to SHPO guidelines and ensuring that documentation was completed and approved prior to the undertaking's execution (MOA 1996, p. 1). On 05 August 1996, review and approval was requested from the Advisory Council, which was received on 04 September 1996. The project was funded in fiscal year 1995 and completed in February 1997 for \$569,000.

Building 275 is an example of the dichotomy that exists between SHPOs and base personnel. SHPO initially opposed demolishing the building and encouraged NNSY to find an alternative use for it. Shipyard leadership on the other hand, did not regard the building as a historic structure or an essential part of shipyard operations. At times the R. Christopher Goodwin and Associates' architectural survey has been called into question about what buildings and structures were classified as contributing to the historical significance of the shipyard. While the survey identified those that are

significant, it also included some that are questionable such as temporary World War II storage buildings. These structures qualify for listing primarily because of their age, but they also contribute to NNSY's fabric. After SHPO visited NNSY and saw Building 275, shipyard personnel convinced SHPO that the building was beyond economical repair and there was no further use for it. In this case, mission requirements outweighed the benefits of preservation.

Forty-four buildings and structures are currently on NNSY demolition lists to continue reducing infrastructure. Sixteen of the forty-four, including houses similar to Quarters A-C and two dry docks, are considered contributing structures. Thorough consideration must be given to mitigating the affects of planned government actions. Gradually demolishing buildings and structures alters the cohesiveness of NNSY. Eventually, buildings that remain will seem segregated from the original architectural fabric. Likewise, new construction that is introduced into the district has the potential to interrupt the surrounding character. "No [district] is so totally pure that it does not have its share of non-conforming intrusions. The fewer the intrusions, however, the greater sense of homogeneity and cohesiveness which create the sense of locality and place" (Murtagh 1993, p. 111).



## CHAPTER EIGHT

### RECOMMENDATIONS AND CONCLUSION

The military's mission, political structure, or budget does not independently determine the outcome of a particular project or detract from preserving shipyard resources. In reality, combinations of the three shape the manifestation of NNSY's character. However, it appears the shipyard's mission and political structure influence what projects are funded and executed more than the budget. Even though it is perceived that projects with preservation concerns are more expensive and therefore deferred longer than those without such concerns, this research is inconclusive in that respect. To continue to improve historic preservation processes at the shipyard, consistently adhering to requirements and educating personnel are critical.

#### Consistent Application of Policies and Procedures

From the data analyzed and interviews conducted, it is safe to say that overall, National Historic Preservation Act requirements are satisfied at Norfolk Naval Shipyard. Facility personnel that are directly responsible for preserving significant resources are adept in their responsibilities and should continue to be introduced to potential undertakings early in planning stages. Potential exists for inconsistencies to develop between how CNRMA and NNSY approach preservation and cultural resource management. Although these are separate commands, it is important to ensure that the integrity of the shipyard as a potential historic district is maintained. The "Historic and

Archeological Protection Plan" should be revised to reflect changes in operations at NNSY and new Section 106 regulations.

Another inconsistency that continues to be a problem is the lack of consensus on which structures contribute to NNSY's historical and architectural integrity and the boundaries of the proposed historic district. These determinations are not static, but the valuable information provided by the Goodwin and Associate surveys should be validated or discounted. At present there is too much uncertainty that exists about the architectural and archeological surveys. Their credibility is questionable.

In only one of the four projects discussed in Chapter Seven did the shipyard's political structure play a central role in determining the project's outcome. However, when specific parameters that restrict government actions such as demolishing certain buildings are known, there is little room for subjectivity. Since the field investigations were conducted in 1993, 40 other structures, 19 of which were considered contributing structures, have been demolished. Advisory Council, SHPO, and NNSY should come to an agreement about specific buildings and structures. Instituting a ranking system that establishes priorities would likely establish a baseline for defining 'significance.' Buildings or structures deemed extremely important in NNSY's historical framework would have a higher priority than those that are not as significant. Thus, facility planners will have additional information to substantiate NHPA requirements to shipyard management.

Within the Facilities Maintenance and Engineering Division four databases are used for day-to-day facility management and operations. Only one of them, the Integrated Preservation Software, specifically notes a structure's historical importance. Aside from the fact that having several stand-alone systems reduces efficiency and increases redundancy within the Facilities Division, ignoring a structure's historical importance

does not help to preserve it. A structure's preservation priority ranking should appear in facility management databases as well as noted on work orders and service tickets. In so doing, opportunity to unknowingly affect an important cultural resource is reduced. Education about the ranking system and more general preservation objectives is the second recommendation.

### Educate Personnel

More education throughout the shipyard's organizational structure can increase sensitivity towards historic preservation. Everyone responsible for making decisions and/or maintaining facilities, must possess a general knowledge about preservation objectives at the yard. This would reduce miscommunication pertaining to potential constraints in accomplishing projects. In fact, exchanging information about requirements that are unique to a particular shipyard branch would foster greater understanding between interested parties. For example, facility planners are responsible for ensuring that all preliminary requirements such as NEPA documentation and Section 106 consultation are met prior to work execution. On the other hand, maintenance personnel are concerned with maintaining and repairing facilities with minimal interruption to shipyard operations and as cost effectively as possible. One group's responsibilities are dependent upon the completion of the other's. It would also be helpful if those external organizations that approve or oppose Section 106 findings are familiar with NNSY. Although it is unrealistic for SHPO or Advisory Council to visit each time there is an undertaking, representatives from those organizations should be aware of shipyard goals and objectives as a basis for concurring or objecting to proposals. This can only be accomplished through continual dialogue.



Ensure that all employees responsible for facility maintenance and repair are not only conscious of, but adhere to historic preservation laws and instructions. The National Historic Preservation Act requirements are only considered on projects that are reviewed by the Facility Review Board and therefore the Planning Branch. Although minimal damage can occur from smaller repair jobs on service tickets, it is still important that workers are aware of their actions. It is extremely easy to become complacent about day-to-day repairs. The cumulative affect of these repairs can have far reaching consequences over time more than the single repair. Building custodians should also be introduced to historic preservation and cultural resource management. The Facilities Division and Public Works Center personnel routinely meet with building custodians to reinforce facility-related procedures. This is an opportune time to advocate the benefits and importance of preserving the shipyard.

Finally, it is standard procedure that agreements reached during consultation are incorporated into contract documents. Nevertheless, those who execute the work are not required to possess any historic preservation qualifications. NNSY, SHPO, and the Advisory Council could explicitly adhere to the NHPA, but the potential exists for a repairman or contractor to unknowingly affect a significant resource. Knowledgeable supervision is also important to ensure that requirements of work orders and contracts are being met.

### Conclusion

The most important goal at Norfolk Naval Shipyard is to overhaul and repair naval vessels within specific timeframes and under an approved budget. That mission is not performed in a vacuum, but in and among buildings and structures that are testaments to the history of the United States. "The Facilities Maintenance and Engineering

Division is responsible for administering and directing the design, construction, operation, maintenance, repair, and disposal of" those buildings and structures (NAVSHIPYDNORINST 11014.4C 1994, p. 1). The two missions, though inherent to the shipyard, may work against one another. The National Historic Preservation Act exists to provide "...a program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources" (Bevitt 1993, p. 1). Although they can be incomparable, it is imperative to achieve optimum balance between the military's mission and preservation.

Norfolk Naval Shipyard is steeped in history. Historical significance abounds in its buildings, dry docks, and contributions to naval technology. It stands as an example of the evolution of the United States, the Commonwealth of Virginia, and the Hampton Roads area. Preserving it may be arduous and specific decisions to keep one facility, but destroy another, may seem indiscriminate. However, once structures are demolished or their character-defining features are removed, hidden, or significantly altered, the only remedies are reconstruction, or obscurity. The experience gained by working among historical artifacts is much different from observing photographs and maps or researching text. The absence of significant historic and cultural artifacts, structures, and other physical manifestations of the past permit subsequent generations to misunderstand, or worse not apprehend at all, the importance of the experience of human existence. They, the artifacts, are reminders of the continuum that is our heritage.

**APPENDIX A**  
**LIST OF ACRONYMS**

ACHP	Advisory Council on Historic Preservation
ASN	Assistant Secretary of the Navy
BEQ	Bachelor Enlisted Quarters
CNO	Chief of Naval Operations
CNRMA	Commander, Naval Region Mid-Atlantic
CPV	Current Plant Value
DOD	Department of Defense
DON	Department of the Navy
LANTDIV	Atlantic Division, Naval Facilities Engineering Command
LRMP	Long Range Maintenance Plan
MILCON	Military Construction
MWR	Morale, Welfare, and Recreation
NASA	National Aeronautics Space Administration
NAVFAC	Naval Facilities Engineering Command
NAVSHIPYDNORINST	Naval Shipyard, Norfolk Instruction
NEPA	National Environmental Protection Act
NHPA	National Historic Preservation Act
NNSY	Norfolk Naval Shipyard
NPS	National Park Service
NWCF	Navy Working Capital Fund
O&M,N	Operations and Maintenance, Navy
OPNAVINST	Chief of Naval Operations Instruction
PA	Programmatic Agreement
PWC	Public Works Center
SECNAV	Secretary of the Navy
SECNAVINST	Secretary of the Navy Instruction
SHPO	State Historic Preservation Office
USDOI	United States Department of the Interior
USS	United States Ship

**APPENDIX B**  
**LIST OF FACILITIES**

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
3	Navy Exchange Gift Shop	1835	N	No
6	PW Maintenance Storage	1835	N	No
9	Data Processing Center	1864	C	No
11	Administrative Building	1867	C	No
11A	Administrative Storage	1942	C	Yes
13	Administrative Building	1847	C	No
14	Administrative Building	1869	C	Yes
15	Administrative Building	1895	C	No
16	Administrative Building	1845	C	No
17	Administrative Building	1869	C	No
19	Administrative Building	1852	C	No
22	Nuclear Repair Shop	1859	C	No
23	General Warehouse	1853	C	Yes
29	Administrative Building	1866	C	No
30	Administrative Building	1888	C	No
31	Administrative Building	1866	C	No
32	Administrative Building	1882	C	No
33	Administrative Building	1882	C	No
37	Nuclear Repair Shop	1892	N	Yes
39	PW Maintenance Storage	1873	C	Yes
42	PW Maintenance Storage	1875	C	Yes
51	Administrative Building	1849	C	No
59	PW Administration / Shop	1901	C	No
60	PW Maintenance Storage	1900	C	No
61	General Warehouse	1901	C	Yes
62	Radiological Control Office	1901	C	No
65	Telephone Exchange	1902	C	No
67	Chapel	1901	C	No
73	Administrative Building	1905	C	Yes
74	Data Processing / Dive Shop	1904	C	No
106	Gazebo	1900	N	No
111	Greenhouse	1993	N	No
112	Garage	1900	N	No
114	Garage	1885	N	No
115	Garage	1885	N	No
136	Garage	1870	N	Yes
144	Guard House	1937	N	No
148	Substation	1915	N	No
163	Shipfitter's Shop	1918	C	No
167	Crane Office	1917	N	Yes
171	Machine Shop	1918	C	No
172	Temporary Services Shop	1919	C	No
174	Air Compressor Plant	1921	N	No
174A	Oil Reservoir	1943	C	No
184	Quality Assurance Shop	1921	C	No
191	PW Maintenance Storage	1920	C	No
193	Public Toilet	1919	C	No
194	Insulation Shop	1920	N	Yes

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
195	Galvanizing Shop	1920	N	Yes
202	Pipe Shop	1919	C	No
212	Batter Recharging Shop	1921	N	Yes
215	Quality Assurance Shop	1920	C	No
220	Gate House	1919	C	No
225	Rigging Shop	1928	C	Yes
229	Switch House 2	1920	N	No
234	Sheet Metal Shop	1937	C	No
235	Diesel Repair Shop	1938	C	Yes
236	Repair Shop	1938	C	No
238	FW Maintenance Storage	1939	C	No
245	Substation	1938	C	No
247	Substation	1938	C	No
248	Substation	1938	N	No
250	Substation	1939	C	No
260	General Warehouse	1940	C	No
261	Shipfitter's Shop	1939	N	No
262	General Warehouse	1940	N	No
263	Miscellaneous Storage	1940	N	Yes
264	Administrative Building	1940	N	Yes
268	Marine Machine Shop	1942	C	No
269	Radiological Control Office	1943	N	No
270	Toilet / Locker Room	1942	N	No
271	Substation	1942	C	No
272	Distribution Station	1942	N	No
273	Distribution Station	1942	C	No
274	Locker Room / Admin. Office	1942	N	No
276	General Warehouse	1942	C	No
277	Dispensary	1942	N	No
278	Tool Shop	1941	N	Yes
279	Tool Shop	1941	C	No
280	Haz./Flammable Storage	1942	N	No
281	Oxygen Plant	1942	C	No
287	Pool Pump House	1942	N	No
288	Bathhouse	1942	N	No
291	Miscellaneous Storage	1942	N	Yes
297	General Warehouse	1941	N	No
298	Temp. Services Shop/Offices	1942	C	No
299	Paint & Blasting Shop	1942	N	No
300	Paint & Blasting Shop	1942	C	No
307	Training Building	1943	N	No
310	Gym	1941	N	No
314	Guard House	1975	N	No
316	Small Arms Range	1943	N	No
343	Special Service Center	1943	N	No
350	Commisary	1942	N	No
369	Boat Shop / Component Storage	1943	C	No
374	Small Boat Storage	1942	N	No

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
375	General Storage Shed	1942	N	No
376	General Storage Shed	1942	N	No
383	Storage	1942	N	No
384	Storage	1942	N	No
385	Substation	1942	C	No
403	Laundry/Navy Exchange Food	1943	N	No
404	Substation	1940	C	No
405	Substation	1940	C	No
406	Substation	1940	C	No
407	Substation	1940	C	No
414	Administrative Building	1943	N	No
424	General Warehouse	1943	N	Yes
435	Canteen	1943	N	No
440	Substation	1942	C	No
442	PW Maintenance Storage	1943	N	No
445	Substation	1943	C	No
448	Hammerhead Crane	1940	C	No
458	Substation	1945	C	No
463	General Warehouse	1945	C	No
464	General Warehouse	1945	C	No
491	Administrative Building	1944	N	No
496	Vehicle Scalehouse	1946	N	No
502	Marine Machine Shop	1947	N	No
506	Hazardous Waste Storage	1951	N	No
507	Substation	1953	N	No
508	Substation	1953	N	No
510	Electrical Shop / Training	1957	N	No
516	Dry Dock No. 3 Pumphouse	1953	N	No
517	Lubricant Storage	1953	N	No
522	Paint & Operations Building	1955	N	No
524	Natural Gas Distribution Station	1957	N	No
526	Guard House	1955	N	No
533	Bus Stop Shelter	1953	N	No
544	Fire Station Storage	1943	C	No
545	PW Maintenance Storage	1943	C	No
550	Potable Water Tank	1956	N	No
553	Reservoir Water Tank	1953	N	No
554	Reservoir Water Tank	1953	N	No
555	Reservoir Water Tank	1953	N	No
556	Potable Water Tank	1953	N	No
557	Potable Water Tank	1953	N	No
559	Picnic / Playgrounds	1988	N	No
575	Vehicular Bridge	1943	N	No
576	Pedestrian Bridge	1976	N	No
599	Vehicle Wash Platform	1960	N	No
700*	Quarters 'A'	1837	C	No
701*	Quarters 'B'	1837	C	No
702*	Quarters 'C'	1837	C	No



Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
703	Quarters 'L' & 'N'	1899	C	Yes
704	Quarters 'T' & 'K'	1891	C	Yes
705	Quarters 'D' & 'E'	1842	C	Yes
706	Quarters 'G' & 'H'	1881	C	Yes
708	Quarters 'F'	1942	N	Yes
709	Quarters 'Q'	1942	N	Yes
710	Quarters 'R'	1942	N	Yes
711	Quarters 'S'	1942	N	Yes
712	Quarters 'T'	1942	N	Yes
713	Quarters 'U'	1942	N	Yes
714	Quarters 'V'	1942	N	Yes
715	Quarters 'W'	1942	N	Yes
716	Quarters 'X'	1942	N	Yes
717	Quarters 'Y'	1942	N	Yes
718	Quarters 'Z'	1942	N	Yes
740	Outdoor Playing Courts	1927	N	No
741	Swimming Pool	1943	N	No
742	Outdoor Playing Courts	1952	N	No
743	Playing Field	1942	N	No
744	Swimming Pool	1942	N	No
745	Outdoor Playing Courts	1943	N	No
751	Patio	1943	N	No
752	Wading Pool	1943	N	No
757	Barbeque Pit	1943	N	No
762	Canteen	1948	N	No
781	Pool Bathhouse	1948	N	Yes
782	Swimming Pool	1942	N	Yes
783	Patio	1942	N	No
784	Navy Exchange Snack Stand	1948	N	No
789	Outdoor Monument	1948	N	No
828	Salt Water Pumping Station	1964	N	No
829	Salt Water Pumping Station	1964	N	No
830	Salt Water Pumping Station	1964	N	No
831	Salt Water Pumping Station	1964	N	No
832	Salt Water Pumping Station	1964	N	No
833	Picnic Shelter	1963	N	No
879	Substation	1948	N	No
884	Cooling Tower	1948	N	No
885	Cooling Tower	1948	N	No
888	Substation	1948	N	No
900	Repair Wharf	1942	N	No
901	Repair Wharf	1911	N	No
902	Repair Wharf	1827	N	No
906	Repair Wharf	1909	N	No
907	Small Craft Berth	1909	N	No
908	Small Craft Berth	1925	N	No
910	Repair Wharf	1909	N	No
911***	Dry Dock No. 1	1833	C	No

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
912	Small Craft Berth	1925	N	No
913	Dry Dock No. 2	1899	C	No
914	Small Craft Berth	1925	N	No
915	Dry Dock No. 3	1911	C	No
916	Small Craft Berth	1925	N	No
917	Dry Dock No. 6	1919	C	Yes
918	Dry Dock No. 7	1919	C	Yes
919	Small Craft Berth	1957	N	No
920	Dry Dock No. 4	1919	C	No
921	Small Craft Berth	1920	N	No
922	Small Craft Berth	1922	N	No
925	Repair Pier	1922	C	No
926	Quay Wall	1917	N	No
927	Repair Pier	1923	C	No
928	Quay Wall	1938	N	No
929	Repair Pier	1940	C	No
930	Quay Wall	1938	N	No
931	Repair Pier	1942	C	No
932	Dry Dock No. 8	1942	C	No
934	Repair Wharf	1955	N	No
935	Pier A	1947	N	No
937	Pier B	1947	N	No
939	Pier C	1947	N	No
941	Pier D	1947	N	No
943	Pier E	1947	N	No
947	Mooring	1948	N	No
949	Bulkhead	1948	N	No
1249	Storage Tank	1948	N	No
1250	Fuel Tanks	1948	N	No
1251	Fuel Tanks	1948	N	No
1252	Fuel Tanks	1948	N	No
1253	Fuel Tanks	1948	N	No
1254	Fuel Tanks	1948	N	No
1255	Fuel Tanks	1948	N	No
1256	Storage	1948	N	No
1259	Guard House	1948	N	No
1261	Substation	1948	N	No
1262	Substation	1948	N	No
1263	Substation	1948	N	No
1264	Substation	1948	N	No
1265	Substation	1948	N	No
1266	Substation	1948	N	No
1267	Substation	1948	N	No
1268	Substation	1948	N	No
1269	Substation	1948	N	No
1270	Substation	1948	N	No
1271	Substation	1948	N	No
1272	Substation	1948	N	No

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
1274	<i>Substation</i>	1948	N	No
1276	<i>Shop Office</i>	1948	N	No
1302	<i>Paint &amp; Blasting Shop</i>	1948	N	No
1303	<i>Rigger's Shop</i>	1948	N	No
1312	<i>Substation</i>	1948	N	No
1326	<i>Repair Shop</i>	1948	N	No
1329	<i>Acid Cleaning Facility</i>	1948	N	No
1330	<i>Substation</i>	1948	N	No
1341	<i>Miscellaneous Liquid Storage</i>	1948	N	No
1436	<i>Canteen</i>	1969	N	No
1439	<i>Bachelor Enlisted Quarters</i>	1971	N	Yes
1443	Hazardous / Flammable Storage	1965	N	No
1444	Ships/Spares Storage	1969	N	No
1448	General Storage Shed	1964	N	No
1451	<i>Guard &amp; Watch Tower</i>	1969	N	No
1452	<i>Solid Waste Storage</i>	1970	N	Yes
1453	<i>Woodworking Shop</i>	1971	N	Yes
1454	<i>Garage</i>	1971	N	No
1460	<i>Refuse Platform</i>	1977	N	No
1461	Commissioned Open Mess	1974	N	No
1462	Playing Field	1973	N	No
1463	Playing Field	1973	N	No
1464	Picnic / Playgrounds	1966	N	No
1465	Picnic / Playgrounds	1972	N	No
1466	Picnic / Playgrounds	1972	N	No
1475	<i>Radioactive Waste Handling</i>	1975	N	No
1480	Guard House	1948	N	No
1481	<i>Guard House</i>	1948	N	No
1484	<i>Galley</i>	1975	N	No
1485	<i>Industrial Waste Treatment</i>	1977	N	No
1486	<i>Electrical Distribution</i>	1977	N	No
1487	Bowling Alley	1976	N	No
1489	Navy Exchange Auto Repair	1972	N	No
1492	<i>Temporary Services Shop</i>	1970	N	No
1499	<i>Paint &amp; Blasting Shop</i>	1980	N	No
1500	<i>Administrative Building</i>	1983	N	No
1502	<i>Security / Pass Office</i>	1982	N	No
1503	<i>Bachelor Enlisted Quarters</i>	1983	N	No
1504	<i>BEQ Administrative Building</i>	1983	N	No
1504A	<i>BEQ Maintenance</i>	1990	N	No
1505	<i>Rigger's Shop / Admin. Office</i>	1982	N	No
1509	MWR Hobby Shop	1982	N	No
1510	Child Care Center	1985	N	No
1511	Public Toilet	1980	N	No
1512	Hazardous Waste Storage	1951	N	No
1514	Boathouse	1988	N	No
1515	<i>Steam Plant Office</i>	1985	N	No
1516	<i>Water Treatment Facility</i>	1985	N	No

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
1517	<i>Emergency Diesel Generator</i>	1985	N	No
1518	<i>Cooling Tower</i>	1985	N	No
1519	<i>Coal Unloading Facility</i>	1985	N	No
1520	<i>Coal Sample Tower</i>	1985	N	No
1521	<i>Coal Silo</i>	1985	N	No
1522	<i>Fuel Oil Tank</i>	1985	N	No
1523	<i>Neutralizing Tank</i>	1985	N	No
1524	<i>Neutralizing Tank</i>	1985	N	No
1525	<i>Plant Switching Station</i>	1985	N	No
1526	<i>Canteen</i>	1985	N	No
1527	<i>Rigger's Shop</i>	1989	N	No
1528	<i>Rigger's Shop</i>	1989	N	No
1530	Bachelor Officer's Quarters	1990	N	No
1531	<i>Bachelor Enlisted Quarters</i>	1990	N	No
1532	<i>Switching Station</i>	1985	N	No
1533	<i>Distribution Station</i>	1985	N	No
1534	<i>Distribution Station</i>	1985	N	No
1535	<i>Distribution Station</i>	1985	N	No
1536	<i>Distribution Station</i>	1985	N	No
1537	Outdoor Playing Court	1982	N	No
1538	Outdoor Playing Court	1982	N	No
1539	<i>Nuclear Repair Shop</i>	1987	N	No
1540	<i>Stiffleg Derrick Crane</i>	1987	N	No
1541	<i>Deep Well Pump</i>	1986	N	No
1542	<i>Fuel Oil Tank</i>	1985	N	No
1543	<i>Control House</i>	1985	N	No
1544	<i>Control House</i>	1985	N	No
1545	<i>Boiler House</i>	1985	N	No
1547	<i>Settling Pond</i>	1985	N	No
1548	<i>Settling Pond</i>	1985	N	No
1549	<i>Feed Water Tank</i>	1985	N	No
1550	<i>Feed Water Tank</i>	1985	N	No
1551	<i>Settling Pond</i>	1985	N	No
1552	<i>Settling Pond</i>	1985	N	No
1553	<i>Settling Pond</i>	1985	N	No
1554	<i>Steam Plant Pump Station</i>	ca. 1980	N	No
1556	Industrial Waste Storage Facility	1983	N	No
1557	<i>Industrial Waste Treatment</i>	1990	N	No
1559	Administrative Building	1989	N	No
1560	Navy Exchange	1989	N	No
1561	Weather Shelter	1988	N	No
1563	<i>Guard Tower</i>	1985	N	No
1567	<i>General Storage Shed</i>	1989	N	No
1568	<i>Radioactive Waste Handling</i>	1989	N	No
1570	<i>Public Toilet</i>	1990	N	No
1572	Pharmacy	1991	N	No
1575	<i>Ship Services / Admin Offices</i>	1994	N	No
1579	Bachelor Enlisted Quarters	1996	N	No

Facility No.	Current Use	Year Built	Contributing Non-Cont.	Demolition Planned?
1580	<i>Emergency Diesel Generator</i>	1998	N	No
M1	<i>Officer's Quarters</i>	1905	C	Yes
M22	<i>Administrative Building</i>	1916	C	No
M23	<i>McDonald's</i>	1921	N	No
M27	<i>Amusement Center</i>	1919	C	No
M32	<i>Administrative Building</i>	1905	C	No
M35	<i>Garage</i>	1915	N	Yes

(NAVFAC 1998; Goodwin & Associates 1998)

**NOTES:**

*Italic indicates the facility is included in the proposed historic district.*

\* Listed in the National Register of Historic Places.

\*\*\* Designated as a National Historic Landmark

C=Contributing Structure

N=Non-Contributing Structure

Demolition plans for NNSY and CNRMA are included.

**APPENDIX C**  
**SAMPLE OF SECTION 106 DOCUMENTATION**

11010(914.2)  
Ser 94-98  
NOV 30 1994

Ms. Mimi Sadler  
Review and Compliance  
Commonwealth of Virginia  
Department of Historic Resources  
221 Governor Street  
Richmond, Virginia 23219

RE: PROPOSED UNDERTAKING AT BUILDING 32

Dear Ms. Sadler:

As discussed at the meeting held at your office on 9 November 1994, we propose to repair Building 32 (see enclosed location map). Building 32 is a 53,152 SF facility located at the north end of the shipyard. It was constructed in 1882 as a timber shed. The facility is currently used for administrative space. Photographs of the building are enclosed.

As you know, R. Christopher Goodwin & Associates, Inc. has been contracted to perform an architectural inventory of our facilities. They have determined Building 32 is a contributing structure to the proposed North End Historic District. The recommendation included in their draft report is enclosed.

The proposed undertaking is required to cease deterioration of the exterior of the structure and provide adequate administrative space to the interior of the facility (primarily the second floor). Partial design plans depicting proposed demolition, roof work, floor plans and building elevations are attached for your review. The proposed exterior work includes work to the windows, roof, gutters and down spouts, and masonry. We propose masonry repointing as required where existing mortar is no longer intact, as well as where inappropriate repointing has occurred in the past. Spalling brick will be replaced. Photographs of masonry are enclosed. A complete window survey is enclosed for your review. Interior work includes new mechanical and electrical utilities on the second floor. Unsafe, unoriginal exterior stairways will be removed. Two interior stairways are proposed.

All work will be accomplished in accordance with the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. There will be no adverse effect to properties listed or eligible for listing in the National Register of Historic Places. Per Section 106 of the National Historic Preservation Act, your review and comment on the proposed action is requested. If you have any questions, please contact Jenny Richards, Code 914.2, at (804)396-8075.

Sincerely,

R. G. CARLTON, P.E.  
Industrial Facilities Manager  
Production Resources Department  
By direction of the  
Shipyard Commander

Post-it* Fax Note	7671	Date	2/6/95	# of pages	1
To	Jenny Richards	From	Mimi Sader		
Co./Dept	NYS	Co.	VDHR		
Phone	804/396-8075	Phone #	804/396-6330		
Fax #	396-8253	Fax #	225-4261		

RE: PROPOSED UNDERTAKING AT BUILDING 32

Encls:

- (1) Location Map
- (2) Four 8x10 Black and White Photographs of Building 32
- (3) R. Christopher Goodwin & Associates, Inc. Recommendation on Building 32 Eligibility
- (4) Partial Design Plans
- (5) Eight Color Copies of Building 32 Masonry (From Photographs)
- (6) Window Survey

IF YOU CONCUR WITH OUR DESIGNATION OF NO ADVERSE EFFECT, PLEASE SIGN BELOW  
AND RETURN THIS LETTER TO OUR OFFICE (NNSY ltr 11010(914.2) Ser 94-98).

  
H. ALEXANDER WISE, JR.  
STATE HISTORIC PRESERVATION OFFICER

12/20/94  
DATE

VDHR FILE # 94-2525-F

Copy to: (w/out encls)

LANTDIV (Code 2031)

CC : DRUCILLA NULL, ACHP

OPTIONAL FORM 99 (7-90)

FAX TRANSMITTAL

# of pages 1

To	DRU NULL	From	JENNY RICHARDS
Dept./Agency	ACHP	Phone #	804-396-8075
Fax #	202-606-8672	Fax #	804-396-8233

NSN 7540-01-317-7368

5099-101

GENERAL SERVICES ADMINISTRATION



FED EX'D

1/25/95

AC receipt

1/26/95

11010(914.2)

Ser 95-04

JAN 24 1995

Ms. Druscilla Null  
Advisory Council on Historic Preservation  
1100 Pennsylvania Avenue, N.W. Suite 809  
Washington, D.C. 20004-2604

RE: PROPOSED UNDERTAKING AT BUILDING 32

Dear Ms. Null:

Norfolk Naval Shipyard proposes to rehabilitate the exterior of Building 32 (see enclosed location map). In consultation with the Virginia State Historic Preservation Officer, we have applied the Criteria of Effect and Adverse Effect found in 36 CFR Part 800.9 of your regulations to this undertaking and determined that it will have no adverse effect on historic properties.

Building 32 is a two-story 53,152 SF facility located at the north end of the shipyard. It was constructed in 1882 as a timber shed. The facility is currently used for administrative space. A photograph of the building is enclosed.

The proposed undertaking is required to cease deterioration of the exterior of the structure and provide adequate administrative space to the interior of the facility (primarily the second floor). Partial design plans depicting proposed demolition, roof work, floor plans and building elevations are attached for your review. The proposed exterior work includes work to the windows, roof, gutters and down spouts, and masonry. We propose masonry repointing as required where existing mortar is no longer intact, as well as where inappropriate repointing has occurred in the past. Spalling brick will be replaced. Photographs of masonry are enclosed. A complete window survey is enclosed for your review. Interior work includes new mechanical and electrical utilities on the second floor. Unsafe, unoriginal exterior stairways will be removed. Two interior stairways are proposed.

All work will be accomplished in accordance with the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. There will be no adverse effect to properties listed or eligible for listing in the *National Register of Historic Places*. Per Section 106 of the National Historic Preservation Act, we are submitting our summary documentation to your office for review and comment. If you have any questions, please contact Jenny Richards, Code 914.2, at (804)396-8075.

Sincerely,

R. G. CARLTON, P.E.  
Industrial Facilities Manager  
Production Resources Department  
By direction of the  
Shipyard Commander

RE: PROPOSED UNDERTAKING AT BUILDING 32

Encls:

- (1) Location Map
- (2) Photograph of Building 32
- (3) Partial Design Plans
- (4) Eight Black and White Copies of Building 32 Masonry (From Photographs)
- (5) Window Survey

Copy to:

Virginia State Historic Preservation Officer (Ms. Mimi Sadler) (w/o encls)

Blind copy to: (w/o encls)

LANTDIV (Code 2031)

Codes 106, 912, 914, PWC 214

(914.2)J.RICHARDS(8075):J.Richards:01/19/95

32AC 1-3

**Advisory  
Council On  
Historic  
Preservation**

IFC  
914 JENNY

---

The Old Post Office Building  
1100 Pennsylvania Avenue, NW, #809  
Washington, DC 20004

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FEB 15 1995

Mr. R. G. Carlton  
Industrial Facilities Manager  
Production Resources Department  
Norfolk Naval Shipyard  
Portsmouth, VA 23709-5000

REF: Rehabilitation of Building 32  
Norfolk Naval Shipyard, Virginia

Dear Mr. Carlton:

On January 25, 1995, the Council received your determination, supported by the Virginia State Historic Preservation Office (SHPO), that the referenced undertaking will have no adverse effect upon historic properties at Norfolk Naval Shipyard. Pursuant to Section 800.5(d)(2) of the Council's regulations, "Protection of Historic Properties" (36 CFR Part 800), we do not object to your determination. Therefore, you are not required to take any further steps to comply with Section 106 of the National Historic Preservation Act other than to ensure that the undertaking is implemented as proposed and consistent with any conditions you have reached with the Virginia SHPO.

Thank you for your cooperation.

Sincerely,



Druscilla J. Null  
Historic Preservation Specialist

## REFERENCES

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### BIOGRAPHICAL SKETCH

La Tanya E. Simms is originally from Fort Myers, Florida and is a *cum laude* graduate of Florida Agricultural and Mechanical University (FAMU). She received a Bachelor of Architecture in 1993 and will receive a Master of Arts in Urban and Regional Planning, with an Urban Design specialization, in December 1999.

Ms. Simms holds the rank of Lieutenant in the United States Navy's Civil Engineer Corps and has served on active duty for eight years. Prior to attending graduate school, her previous tours were as an Assistant Resident Officer in Charge of Construction at Norfolk Naval Base, Norfolk, VA and Senior Activity Civil Engineer (ACE) at Norfolk Naval Shipyard in Portsmouth, VA. As Senior ACE, she supervised the civil engineering staff responsible for day to day execution and coordination of the shipyard's \$20 million maintenance program.

In February 2000, Ms. Simms will continue active duty service in the "Seabees" with Naval Mobile Construction Battalion Three in Port Hueneme, CA. In the future she hopes to teach architectural and urban design.